

R E P O R T
OF
THE REVIEW COMMITTEE ON
PILOT INTENSIVE RURAL EMPLOYMENT PROJECT
(PIREP)



AUGUST 1977

नमो भगवते वासुदेवाय

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Ministry of Agriculture & Irrigation
(Department of Rural Development)
Government of India
Krishi Bhavan
New Delhi.

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Chairman
Prof. M.L. Dantwala

Government of India
Review Committee on Pilot
Intensive Rural Employment
Project, Department of Rural
Development, Ministry of
Agriculture & Irrigation,
Krishi Bhavan,
New Delhi.

August 19, 1977.

Dear Shri Barnala,

I have the honour to present the Report of the Review Committee on Pilot Intensive Rural Employment Project. The completion of this Report has taken longer than originally contemplated partly due to the fact that the Committee was required to report on a running project which was under implementation in some States even as late as December 1976 and also due to the time taken in completing the studies entrusted to various academic institutions in respect of the 15 selected blocks covered under the programme.

I would like to take this opportunity for recording my sincere appreciation for the contribution made by the Members of the Committee, Shri G.V.K. Rao, Chief Secretary to Government of Karnataka (now Secretary to the Government of India, Department of Agriculture, Ministry of Agriculture & Irrigation), Shri R.N. Azad, Joint Secretary, Department of Rural Development, Government of India, Shri D.G. Tungare, Managing Director, Maharashtra State Cooperative Land Development Bank, Dr. D.K. Sharma, Executive Director, Institute of Regional Planning, Bhopal, Dr. (Mrs.) Thamrajakshi, Director (Agricultural Prices Commission), Department of Agriculture, Government of India and Shri G.C. Mathur, Assistant Commissioner (RE), Department of Rural Development, Government of India. All these members,

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despite their very busy schedule ~~unsparingly gave their time~~ and energy to the work of the Committee. I would like to record my particular thanks to Shri R.N. Azad, Member-Convener and Shri G.C. Mathur, Member-Secretary of the Committee who had to share a major part of the work of the Committee.

With Kind regards,

Yours sincerely,

Sd/-

(M.L. Dantwala)
Chairman, Review Committee
on Pilot Intensive Rural
Employment Project

Shri Surjit Singh Barnala,
Minister for Agriculture &
Irrigation,
Krishi Bhavan,
New Delhi.



सत्यमेव जयते

INTRODUCTION

The Review Committee on PIREP was constituted by the Government of India Resolution No.M-21011/7/74-RME dated October 10, 1974. The composition of the Committee was as under :-

- | | | |
|----|--|--------------------------|
| 1. | Prof. M.L. Dantwala,
University of Bombay | Chairman |
| 2. | 2. Shri R.N. Azad, Joint Secretary
Department of Rural Development | Member
Convenor |
| 3. | 3. Shri G.V. K. Rao, Chief Secretary
Government of Karnataka | Member |
| 4. | 4. Shri D.G. Tungare, Deputy Secretary
Planning, Govt, of Maharashtra |Member |
| 5. | 5. Shri D.K. Sharma, Project Director
Government of Madhya Pradesh | Member |
| 6. | 6. Dr.Mrs. R. Thamarajakshi, Director
Agricultural Prices Commission |Member |
| 7. | 7. Shri G.C. Mathur, Assistant
Commissioner, Department of Rural
Development |Member
Secretary |

The terms of reference of the Committee were:

- (a) to lay down the objectives, scope and methodology in respect of the study to be conducted,
- (b) to lay down the questionnaires to be canvassed from the workers, officials, non-officials, Panchayati Raj Institutions and others,
- (c) to indicate the research institutions to be entrusted with the study,
- (d) to provide guidance in the conduct of the studies,
- (e) to study the reports to be received from the research institutions,
- (f) to evaluate the experience of the implementation of the PIREP with a view to formulating guidelines for the adoption of policy and programme in respect of employment in the future.

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A copy of the Resolution constituting the Review Committee on PIREP is at Annexure I.

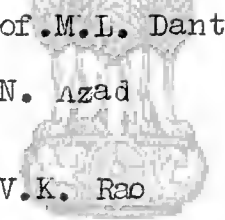
The Pilot Intensive Rural Employment Project (PIREP) was started as an action-cum-research project in November 1972 for a period of three years. The Conference of State Officers on PIREP held in January 1974 recommended that the Ministry of Agriculture should make arrangements for conducting a socio-economic study of certain selected PIREP blocks in order to be able to examine the impact of the PIREP. The Review Committee on PIREP was constituted with a view to laying down the objectives, scope and methodology of the study to be conducted through the research institutions in different states and to evaluate the experience of implementation of the PIREP with a view to formulating guidelines for the adoption of policy and programmes in respect of employment in the future.

In its meeting held during November 1974, the Review Committee on PIREP finalised the objectives, scope and methodology of studies and drew out a list of institutions which were to be entrusted with the conduct of the studies. Letters were addressed to various institutions to find out if they would be interested in taking up these studies. Institutions which agreed to take up these studies were sanctioned funds and were required to conduct the studies and submit their reports within a period of six months. The format of questionnaires to be canvassed by the research institutions was designed by the Committee and made available to the institutions. The institutions were, however, free to modify or add to the

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(v)

We should like to express our thanks to Prof.J.N. Sinha of the Institute of Economic Growth, University of Delhi for his valuable comments on the questionnaires and the discussions he had with some of the members of the Committee. Thanks are also due to Sarvashri K.G. Nathani and Raj Kumar, Research Officers in the Department of Rural Development, who rendered unflinching support in tabulating and analysing the data and study reports made by the research institutions. We are also grateful to other research and secretarial staff who assisted the Committee in its task and are not being mentioned by name.



(Sd) Prof.M.L. Dantwala	Chairman
(Sd) R.N. Azad	Member Convenor
(Sd) G.V.K. Rao	Member
(Sd) D. G. Tungare	Member
(Sd) D.K. Sharma	Member
(Sd) R.Thamarajakshi	Member
(Sd) G.C. Mathur	Member- Secretary

CHAPTER I

Review of Progress

1.1 Started in November 1972 as an Action-cum-Research Project for a period of three years, the Pilot Intensive Rural Employment Project completed three years of its operation in October 1975. As a number of State Governments expressed their inability to fully utilise the funds allocated to them during the third year, it was decided at the time of the Annual Conference held in February 1975 that such of the States as could not fully utilise the funds released to them by the end of October 1975, might be permitted to utilise the unspent balances till the end of March 1976 provided that the States would not take up any new work after October 1975 and that they would not ask for any additional release of funds from the Central Government. It was further found necessary to permit a number of State Governments, viz., Andhra Pradesh and Maharashtra to spend the unutilised funds upto June, 1976, Bihar upto October 1976, Karnataka and Rajasthan till the end of December 1976.

1.2 Annexure IV gives yearwise allocation of funds, releases made, expenditure incurred and employment generated in different blocks covered under PIREP. Table I indicates yearwise all India figures of allocation, releases, expenditure and employment:

Table-I Allocation, releases, expenditure and employment under PIREP

Year	Allocation (Rs. Lakhs)	Releases (Rs. Lakhs)	Expenditure (Rs. Lakhs)	Employment (Lakh mandays)
1972-73 (Nov. 72- Oct. 73)	150.00	150.00	118.31	33.70
1973-74 (Nov. 73- Oct. 74)	248.85	248.85	218.30	50.14
1974-75 (Nov. 74- Oct. 75)	594.14	594.14	365.19	66.39
Oct. 75- March 76	-		208.79	27.65
April- Dec. 76	-		47.81	3.01

1.3 Conceptually PIREP was a well thought of programme with clear cut objectives and the procedures to achieve them. The objectives were as follows:

- (a) to provide gainful employment on work projects not requiring skills of a high order in selected compact areas progressively to all those who offer their services for a wage;
- (b) to utilise the funds appropriated for the project for creating durable assets, preferably such as will have the multiplier effect of creating new job opportunities of a continuing nature and will form part of an Area Development Plan;
- (c) to explore the possibility of imparting new skills to some at least of the workers employed on Project works during the period of the employment and of assisting them in finding continuous employment in the secondary and tertiary sectors in rural or urban areas; and

- (d) to study, through the implementation of the project in selected areas, the nature and dimensions of the problem of employment among the rural wage-seeking labour and the effect, if any, of the project on the wage level in the area with a view to evolve a comprehensive programme for the rest of the country.

1.4 The Pilot Intensive Rural Employment Project was conceived in the background of the experience gained in the implementation of the Crash Scheme for Rural Employment. The CSRE was initially started as a non-plan scheme in April 1971 with an annual outlay of Rs.50 crores for a period of three years with a view to providing a minimum measure of employment to at least 1,000 persons in every district and employment to one person in a family in which nobody was employed. The Crash Scheme for Rural Employment covered all the rural districts in the country. The outlay per district per year was Rs.12.50 lakhs. In a number of States, the outlay for the district was equally distributed among the blocks. This led to a very thin spread of the programme over large areas, and as such it did not succeed in making any significant impact on the unemployment and under-employment situation in any area. It was, therefore, considered that it would be difficult to draw any useful lessons, from the implementation of the programme, for the evolution of a comprehensive employment programme in future. The* Committee on Unemployment, under the chairmanship of Shri B.Bhagavati, also drew attention to this aspect

* Interim Report of the Committee on Unemployment, Ministry of Labour and Rehabilitation (Department of Labour and Employment) Government of India.

in its Interim Report and recommended that "It is necessary to undertake some pilot projects in small compact areas in selected districts" and that "these projects should deal with all aspects of development and should progressively be able to provide employment in different economic pursuits to every person offering himself for work in that area." After careful consideration the Government decided to undertake immediately an action-cum-study project under the name 'Pilot Intensive Rural Employment Project (PIREP)'.

1.5 The first objective of the project was to provide employment to all those offering their services for a wage through execution of work projects. It was presumed that it would be possible to take work projects on a scale which could provide employment to all the persons for the varying periods needed by them. It was contemplated that the assessment should be made of the requirements for employment of different persons residing in the block through an Unemployment Survey and then to formulate and plan the execution of work projects in such a manner that employment on the work projects was matched with the requirements of employment of the people. This complete synchronisation was sought to be achieved over a period of three years - employment for one-third number of the unutilised mandays was to be provided in the first year, for two-thirds in the second year and for all the persons in the third year. The work projects to be taken were

to be such as did not require skills of a high order. However, the execution of work projects should result in creation of durable assets, such as would provide employment opportunities not only during the course of their construction but also during post-construction of maintenance phase. For ensuring durability of assets, the maximum amount that could be spent on labour was limited to 70 per cent, this was later reduced to 60 per cent. The project document included an illustrative list of work, viz., (a) works directly related to agricultural production, (b) works indirectly related to agricultural production and (c) works relating to general development of the area. Works falling in the first category were likely to bring in additional area under cultivation through increased area brought under minor irrigation, soil conservation, afforestation, flood protection, drainage etc. Higher priority was given to such projects which would be able to provide continuing employment than to those which provided employment, in the main, during their construction phase.

11.6 It was also contemplated that work projects to be undertaken should form part of the Area Development Plan. Presumably the works included in the area development plan were expected to be selected after taking into consideration the maximum utilisation of the resources of the area and the Plan would have also set inter se priorities for their execution. The execution of such

works under PIREP would thus ensure maximum utilisation of the resources of the areas.

1.7 Another objective of PIREP was to explore the possibility of imparting new skills to some at least of the workers employed on the Project work during the period of the employment. Most of the workers offering themselves for work were unskilled. It was, therefore, considered that some of these be provided facilities for acquiring new skills so that in course of time they could shift to non-farm occupations. The training could be provided on the weekly holiday. The skills to be imparted had to be carefully chosen with reference to likely demands of each block or area.

1.8 Formulation and execution of work projects with reference to the unutilised mandays available during different seasons of the year was expected to enable the executing agencies to understand the nature and dimensions of the problem of employment in the area. This was to be studied with a view to evolving a comprehensive programme for the rest of the country. Another aspect which needed to be studied was the impact of the substantial outlays on the wage level in the area.

1.9 PIREP differed from CSRE in two important respects. Firstly, while the latter was spread thinly over the entire district, the former was concentrated over the smaller area of block with a view to achieving cent percent coverage. CSRE attempted to benefit about 100 persons in a block on a selective basis at the rate of one ~~per~~ family, but PIREP sought to provide employment ~~to~~ all eligible persons in the block in the third year thereby facilitating the study in depth of the problems underlying the full utilisation of rural manual labour for development. Secondly, since different people needed employment at different periods, PIREP took this into account and tried to coordinate the supply of labour for varying periods with the ~~demad~~ demand for labour arising from different types of works and provided work on that basis while under CSRE there was no such coordination or specific linkage.

1.10 The total funds envisaged by the Central Government for this programme were Rs.46 lakhs per block for a period of three years. The funds were to be non-lapsable. Operational steps were clearly detailed as follows:

- (1) Drawing up of the Employment Budget for the blocks on the basis of the Unemployment Surveys;
- (2) Selection of suitable works to provide employment for one third of these persons during the first year, for two-thirds during the second year and for all of them during the third year;
- (3) Estimating the funds needed for these works, phasing over the three year period and obtaining sanction therefor;
- (4) Execution of the works;
- (5) Review of experience and modifications of the programme to the extent necessary in the light of the experience gained

1.11 Accordingly, detailed guidelines for the selection of works, method of execution, phasing of employment benefit etc. were provided to all Project Officers/Project Directors through the respective State Governments. In the following paragraphs, various aspects of implementation of the project during the three years are discussed.

Selection of Areas

1.12 The selection of the blocks/districts covered under PIREP was done with a view to ensuring that the blocks selected should cover a variety of agro-climatic conditions prevailing in different parts of the country and should be representatives in character so that the experience gained in the implementation of the project could act as a guiding factor for evolving policies and programmes which could be taken up throughout the country in future. The Reserve Bank of India had carried out a study some times in the year 1969 and had classified districts into three categories with reference to certain indicators of agricultural development. This classification was kept in view while selecting districts for coverage under PIREP. Secondly, during the Fourth Five Year Plan, a Pilot Research Project in Growth Centres was implemented as a centrally sponsored scheme. It covered 20 blocks throughout the country. A lot of statistical data had been collected under the project through a series of field surveys and integrated area development plans prepared for these blocks. It was considered that the data collected and the plans prepared could be utilised for formulating and implementing the employment programmes contemplated under PIREP.

Therefore, three blocks already covered under the growth centres project were also taken up for coverage under PIREP. Another factor taken into consideration, while selecting blocks/districts under PIREP, was whether or not, some of the important special development programmes like DPAP, IADP, SFDA, MFAL, Rural Industries Projects etc., were being implemented in the districts/blocks. It may be observed that while the selection of blocks under PIREP was done by the Government of India in cases where such blocks were already covered under the growth centres project, in other cases, the Government of India selected the districts but the choice of the blocks was left to the discretion of the State Governments. However, as the districts had been selected by the Government of India, there was not much scope left for exercise of discretion. Such a procedure acted as a safeguard against political pressures which generally operate in the selection of location for projects. Some of the States did ask permission for taking up the project in other districts on one ground or the other. However, no changes were allowed. Selection of the blocks was finalised by July 1972.

Selection of Schemes

1.13 The works to be taken up under PIREP were broadly classified into three categories and an illustrative list of works was provided as follows:

(a) Works directly associated with agricultural production

Soil conservation
Minor Irrigation
Afforestation/farm forestry
Reclamation and development of land
Drainage, embankments etc.
Water conservation and ground water recharging

(b) Works indirectly helping agricultural production

Pisciculture tanks
Pasture development
Tree Plantation
Rural godowns.

(c) Works relating to the general development of the area

Road building
Rural water supply
Houses for weaker sections of the community
School buildings

1.14 It was further stated that ordinarily all works under the Project should be located on public lands and the community as a whole must have the right of ownership, management and user in respect of the assets created. However, exceptions were allowed to be made in respect of special cases such as (a) assets specifically meant for the weaker sections of the community, for example, Harijan Housing colonies, wells in Harijan basties, common irrigation wells for groups of small and marginal farmers; and (b) consolidation of holdings, soil conservation, land reclamation, etc. which had to be undertaken on a village tract or area basis for technical and management reasons.

1.15 It was clarified in the guidelines that the works undertaken were to be of a reasonable size, consistent with the requirement of durability, the minimum period of employment and above all facility for competent supervision.

It was stated that the minimum size might be fixed in such a manner that at least fifty persons could be continuously employed for 15 weeks or so. The minimum outlay needed for this size of works was estimated at Rs.30,000 per work, keeping in mind the labour material ratio of 60:40. In exceptional cases, works costing Rs.10,000 or so could be taken up, provided employment could be ensured on one work or the other for fifteen weeks on a continuing basis.

1.16 Annexure V gives blockwise estimated cost of schemes proposed/sanctioned. Complete details of the schemes formulated/sanctioned are not available for all the blocks. It would be observed that while a number of States formulated schemes for all the three years, a number of other States formulated schemes for a year or so at a time. The total cost of these schemes worked out to Rs.1160.40 lakhs. Of these, construction of roads amounted to Rs.550.59 lakhs (48% of the total) followed by minor irrigation works amounting to Rs.308.45 lakhs (27% of the total). Other important schemes taken up under the project included soil conservation and afforestation Rs.73.27^{lakhs} (6%), land reclamation, flood protection and anti waterlogging Rs.28.10 lakhs (2%), construction of houses for weaker sections Rs.52.62 lakhs (4%), construction of school rooms Rs.32.21 lakhs (2%), pisciculture tanks Rs.5.03 lakhs (1%) and other works Rs.110.13 lakhs (9%).

1.17 Many of the schemes originally formulated were not executed in a number of States and a large number of new schemes were introduced. The estimated cost of the schemes actually taken up for implementation is brought out in Annexure X (Chapter II).

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Physical Assets Created

1.18 Complete data in regard to physical achievements under the project is not yet available. Reports received so far, however, have been analysed. It may be noted that 15,901 hectares were brought under minor irrigation, 16,145 hectares under soil conservation and afforestation, 240 hectares under land reclamation and flood protection and 1,855 kms. of roads were constructed or repaired. The number of godowns constructed under the scheme was 11, school rooms 103, houses for weaker sections 253, drinking water wells 104 and culverts 332. Details of the assets created are given in Annexure VI.

Implementing Agencies

1.19 The Project was to be operated through State Governments. The District Collectors were to be in over-all charge of the Projects in their districts. The Block Development Officers of the selected blocks were to be the Project Officers. Competent technical support and supervision was to be made available through the technical departments. A number of State Governments appointed Project Officers in addition to the Block Development Officer whereas in others the Block Development Officer also acted as the Project Officer. Co-ordination Committees were constituted with the district heads of the concerned departments as members. The District Collector acted as Chairman of the Co-ordination Committee while the Project Officer/Block Development Officer as the convenor. Additional technical and other staff was appointed in a number of blocks. Some State Governments found it difficult to keep the expenditure on staff within 5% of the outlay for the year. In exceptional cases, expenditure on staff in excess of the prescribed maximum was allowed to

be debited to the project funds.

Provision of Funds

1.20 The project document envisaged that funds would be provided at the rate of Rs.10 lakhs, Rs.15.79lakhs and 20.57 lakhs per block during the first, second and third year of implementation of PIREP. These outlays had been worked out on the assumption that 2,800 persons would be provided employment per block and that one third of these would be provided with work in the first year, two-thirds in the second year and all the persons in the third year. However, the number of persons to be provided employment as per the Unemployment Surveys was much Larger. Funds could not be provided on the scale indicated by the results of the Unemployment Surveys. During first year, all the blocks were provided funds at the rate of Rs.10 lakhs per block, There was practically no expenditure incurred in Talala block during the first year. Consequently, no funds were allotted for Talala block during the second year. Funds allotted to other blocks during the second year varied from Rs.6.22 lakhs for Keller block to Rs.41.75 lakhs for Nayagram block. During the first two years, expenditure incurred in Keller block was Rs.5.91 lakhs against a sum of Rs.16.12 lakhs released for it. No funds were allotted for Keller block during the Third year. Funds allotted to other blocks during the third year varied from Rs.12.23 lakhs for Bansdih-Reoti block to Rs.95.53 lakhs for Shadnagar block. For the three years, Keller block was provided Rs.16.12 lakh while Shadnagar block was provided with Rs.153.51 lakhs. Most of the Blocks could not spend the amount made

available to them. It was, therefore, decided to permit such of the blocks as had unspent balances till the end of March 1976 to utilise the unspent amount provided that no new schemes were taken up after October, 1975 and the State Government did not ask for additional funds. It was found necessary to extend the period of operation till June 1976 in the case of Andhra Pradesh and Maharashtra, till October 1976 in the case of Bihar and till December 1976 in the case of Karnataka and Rajasthan.

Progress Reports

1.21 The monthly/progress reports were required to be forwarded to the Department of Rural Development by the tenth of the month following the one to which the reports related and the half yearly progress report within one month of the close of the half year to which the report related. In spite of the fact that a very simple proforma was prescribed for reporting monthly progress, of implementation and the report concerned only one block the receipt of the reports in the Department was very much delayed. Some States took more than three months to report expenditure incurred during a month. The position in regard to the receipt of the half yearly progress reports was still worse. Some State Govts. submitted the reports more than four months after they were due. Half yearly reports for the period ending October 31, 1975 were not received for some blocks till January 1977. The half yearly progress report was the only source through which detailed information in regard to the various aspects of implementation of the project was sought to be collected from the State Governments. In the absence of such reports,

the Department of Rural Development did not know as to what was happening in the States. Another lacuna related to the inadequate or inaccurate information contained in these reports in respect of the physical achievements. Physical achievements both in terms of the number of mandays for which employment had been provided under various schemes as well as in terms of the area brought under minor irrigation, soil conservation, afforestation and other schemes and the mileage of roads constructed had to be reported fully and accurately. When the information received was either incomplete or inaccurate, it was difficult to analyse data and arrive at meaningful conclusions.

Training in Skills and Functional Literacy

1.22 One of the important objectives of the Project was to explore the possibility of imparting new skills to at least some of the workers employed on the project. The All India Seminar on the CSRE and PIREP held in February 1973 at New Delhi had favoured the idea of dovetailing a functional literacy programme with PIREP. A representative of the Ministry of Education was deputed to undertake a study tour of the area covered under PIREP in Harihar Block in Chitradurga district of Karnataka State. The Government of Karnataka had also deputed one of their senior officers to join this study tour. After an extensive tour, the three-man team prepared an operational model for dovetailing functional literacy with PIREP in Harihar Block. Copies of the operational model were forwarded to the State Governments with a view to building up a functional literacy programme in the

PIREP blocks with modifications appropriate to local conditions. The financial cost of running functional literacy classes had to be met from PIREP funds. The skills to be imparted had to be carefully chosen with reference to the likely demands of the blocks.

1.23 Concrete proposals for dovetailing functional literacy with PIREP were prepared by the State Governments of Karnataka, Madhya Pradesh, Kerala, Maharashtra and Andhra Pradesh. Classes in the following crafts were proposed to be organised.

- 1) Karnataka: Carpentry, tailoring, earthen pipe making and brick making.
- 2) Maharashtra: A composite programme of dairy development, poultry and animal husbandry, masonry, brick making and tile making, tailoring, cloth toy making, simple wooden agricultural equipment and house-hold equipment and their repairs.
- 3) Madhya Pradesh: Brick making, carpentry, basket and chatai making.
- 4) Kerala: Metal breaking, rubble mason, laterite cutter, granite blasting and breaking, note-book making, plastic work and rattan work.
- 5) Andhra Pradesh: Brick making and masonry

Workshops and Conferences

1.24 After the project document itself was carefully prepared, the Central Government organised a Workshop in July 1972 with a view to explaining to the States various concepts, definitions, administrative arrangements to be made etc. involved in the implementation of the project. An attempt was made to impress upon the State Governments the spirit in which the project was to be implemented. Besides the workshop

organised prior to the taking up of the project, the Government of India also organised conferences of the Development Commissioners and Project Officers every year where a review was made of the progress of implementation and also of the problems and bottlenecks faced with a view to finding out solutions for the problems. As a result of such reviews, the guidelines for the project were modified wherever found necessary. One of the most significant modifications made in the guidelines relate to a revision in the labour material ratio. During the course of the implementation of the project, a number of State Governments found that though they could observe the prescribed ratio during the first year because the works implemented during the first year mostly involved earth work, it was felt that during the second and the third year, it would be necessary to spend larger amounts on material and equipment. They approached the Central Government for revision of the labour material ratio and with the concurrence of the Ministry of Finance, it was revised to 60:40 in place of 70:30.

CHAPTER II

PIREP in Retrospect

2.1 The Pilot Intensive Rural Employment Project was a well conceived project in as much as the planners had incorporated in its planning framework three important elements, viz., (a) conducting Unemployment Surveys (b) preparation of Employment Budget and (c) enrolment of those offering to work in PIREP by a formal registration and planning the execution of work projects with reference to employment requirements. Information in regard to the number of persons available for work and the number of days for which they were available during different seasons was designed to enable the planners to prepare employment budgets and to formulate an adequate number of work projects to match the employment needs as revealed by the budget. Enrolment of those offering to work on PIREP works in the block by formal registration was undertaken to facilitate a proper allotment of work.

Unemployment Surveys

2.2 The project document underlined the methodology for the conduct of unemployment surveys and prescribed the forms in which data in regard to the number of persons seeking employment for different periods was to be collected. The concepts and definitions and other details for the conduct of the unemployment surveys, preparation of the employment budget^{and} formulation and preparation

of the work projects were explained to the participating Governments in a Workshop on PIREP organised in July 1972. Soon after their return to their respective States, the representatives of the State Governments were required to arrange for the conduct of the unemployment surveys. Unemployment surveys were scheduled to be conducted during August to October 1972 so that employment budgets could be prepared, work projects formulated and works taken up for implementation with effect from November 1972. Most of the State Governments carried out the unemployment surveys through the Extension Officers of the block under the overall supervision of the Block Development Officer and the Assistant Development Commissioner. In a number of blocks, services of teachers and district level officers were also enrolled for the purpose. The survey was confined to marginal farmers, agricultural labourers and other workers doing manual work. The survey was designed to provide a rough estimate of the number of unemployed mandays available in the block so that work projects to utilise the unemployed mandays could be planned accordingly. It was understood that the data collected through the unemployment surveys might not be very accurate. It was, however, considered that in subsequent years when the work projects were actually implemented, much more accurate information could be collected and work projects planned for implementation accordingly.

2.3 The data furnished by the State Governments in the

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first instance showed wide gaps and the State Governments were requested to reconduct the unemployment survey or to retabulate the data already collected as might be necessary. The State Governments were also requested to have a second look at the data already collected in order to show more accurately the quantum of additional employment required under the PIREP. A number of State Governments did not conduct a resurvey because they felt that the data already collected were reliable. Other State Governments which conducted a second survey made the results of such surveys available to the Central Government.

2.4 A number of shortcomings and deficiencies were noted in the conduct of unemployment surveys in the blocks. The survey was to be carried out by the village level workers or a special survey staff and a brief training was to be given to enable them to understand concepts. It appears however that these persons did not properly understand the concepts and definitions. For example, under some surveys the entire adult population in the age group of 15-59 years was deemed to be available for employment. In others, it was less than 50 per cent. In some blocks the number of persons registered was the same as the number seeking employment as per the Unemployment Survey. Obviously, such data could not ^{be} relied upon. An effort was made to collect the data in regard to availability of workers with reference to different seasons. It was considered that collection of information in respect of availability of workers for employment during different seasons would enable the respondents to give information much more accurately than would otherwise be possible. In fact, however, this

did not happen and respondents replied to the queries of the investigators on the basis of their vague recollections. There was thus the problem of recall error on the part of respondents, particularly when information on unemployment/underemployment was sought to be collected with reference to a long period and with seasonal break-up from out of a single interview. It was expected that there would be a tendency on the part of the respondents to over-report the period of underemployment or unemployment and under estimate the days of employment. The Study Report for Harihar has pointed out that "though the two unemployment surveys were conducted after adequate training to the field staff and under supervision of senior officers of the Government, the reliability of the data is doubtful due to the attitude of the respondents. It appears that the respondents did not give honest answers to the surveyors." It is possible that a number of workers who would not normally be interested in doing manual work got themselves listed in the unemployment surveys thinking that they might not be offered employment, in case they needed it, if they were not so listed in the surveys. Another important fact to be noted is that the surveys were conducted during the year 1972-73 when large parts of the country were affected by scarcity conditions. A much larger number of people was available for work during the year 1972-73 than would be the case in a normal year when the monsoons were good. This was particularly true of the Shadnagar Block of Mehboobnagar District, Andhra Pradesh. Further in most of the blocks,

it was assumed that the workers would be available for work for about 300 days in a year. The target of providing employment for 300 days in a year to everybody seeking employment is quite ambitious. On the basis of a study conducted by the Indian Institute of Management, Ahmedabad, in Trithala block of Palghat district, Kerala, the Study Team have estimated that the number of persons available for employment would be 12,500 as against 16,645 reported in the un-employment survey and that the total number of mandays of employment required would be 19.50 lakh mandays as against 26.02 lakh mandays reported in the un-employment survey. Since the magnitude of un-employment was very large, the study team concluded that it might not be possible to provide employment to all the unemployed in the block in projects of the type taken up under PIREP. It seems that the Study Team assumed that PIREP was to be the only source for providing additional employment.

2.5 Data in regard to total population, adult population and number of persons seeking employment as per the unemployment Survey, Registration of workers and labourers actually turning up for work are brought out in Annexure VII. Though the Ministry pointed out to the States the obvious deficiencies in these data and some of the States were persuaded to conduct a second survey, the information presented in Annexure VII is far from reliable. The Committee is of the view that since much reliance cannot be placed on the data collected, one of the most important

objectives of PIREP, viz., to study, through the implementation of the project in selected areas, the nature and dimensions of the problem of unemployment among the rural wage seeking labour was ab-initio defeated.

2.6 Even a cursory look at Annexure VII would expose the utter inability of PIREP's implementing agencies to distinguish between (1) adult population in the age group 15-59 years - Col. (6); (2) number of those seeking and available for employment - Col. (7) and (3) persons registered for employment under PIREP - Col. (8). In 3 out of 15 Blocks, the figures under all the three columns are identical, which would mean the entire adult population was seeking and the entire adult population had registered for work. There are two sources of error; if the figures of the total population of the Block - Col.(5) are assumed to be correct, figures of adult population in Col.(6) are obviously wrong for 9 out of 15 Blocks, and most probably in 3 other Blocks. Generally, population in the age group 15-59 years would be about 50 per cent of the total population (According to the 1971 Census, the percentage was 53.28). In Bansdih Block of Ballia District, U.P., this percentage is shown as less than 5 per cent and in Pachim Nalbari of Kamrup District, Assam, it is shown as less than 10 per cent. It appears that the number of persons revealed as seeking employment by the so-called unemployment survey was identified as 'adult population'. In the three cases in which figures under Columns(6), (7) and (8) are identical, either all the persons seeking

employment were registered' or only the registered persons were deemed to be seeking work, i.e., unemployed.

2.7 The most faulty data are those collected through the 'Unemployment Survey'. It is claimed that 'the project document underlined the methodology for the conduct of the unemployment surveys and prescribed the forms in which data in regard to the number of persons seeking employment for different periods was to be collected. Further "the concepts and definitions and other details for the conduct of the un-employment surveys, preparation of the employment budget and formulation of the work projects were explained to the participating Governments in a Workshop on PIREP organised in July 1972." Evidently, all this did not serve the purpose. Persons seeking work as per unemployment survey vary from less than 5 per cent in Bansdih Block of Ballia District (ignoring Talala in Junagarh where it was less than 4 per cent) to more than 50 per cent of the total population in Keller Block of Anantnag District, Jammu & Kashmir and 45 per cent in Alirajapur Block of Jhabua District in Madhya Pradesh.

2.8 Block III of the proforma for Unemployment Surveys was designed to collect information on the number of mandays worked in the previous year with a break-up into 4 working seasons and the off season. There was another column under which information was collected on 'number of mandays not worked for personal reasons' - such as

sickness or social obligations. This information was sought to be collected through a single visit.

2.9 We do not think it would be possible to get even a reasonably reliable information on employment/ ~~un~~employment for such a long reference period - and with seasonal break-ups - in a single interview. After a long experience of two decades, the NSS restricts the reference period to one (previous) week. Where one year - or a long duration - reference is used, as under the usual status by NSS or the Census, it is done only to determine his activity category, in other words whether a person is to be considered as employed, unemployed or out of labour force rather than for estimating the extent of employment or unemployment.

2.10 Employment surveys involve highly complex concepts and can be carried out only by well trained personnel, especially if the information desired pertains to availability for additional work. Firstly, the investigator has to ascertain whether a person is in the 'labour force', i.e., working, or if not working, seeking and/or available for work. Then there is a question of the nature of work offered. A person who may be willing to do additional work on his own farm or non-farm enterprise may not be willing to take up outside work. The distance from the place of residence, the wage rate, the strenuousness involved and most importantly the respondent's confidence

in the continuity of the availability are factors which unless specifically explained would evoke vague responses.

2.11 In view of the facts stated above, it would perhaps not be appropriate to make inter-block comparisons or to draw any inferences from these data. The data are so faulty that any comments based on them will not be in order. Even so, for the sake of record we give below a picture as revealed by the data. The Committee are of the view that in framing future policy much significance should not be attached to the observations that follow. These observations that follow are made only with a view to presenting the picture as revealed from the studies.

2.12 The project document envisaged that the number of unemployed persons in a block would be about 2,800, out of which one-third was to be provided employment during the first year, two-third in the second year and all the workers in the third year of implementation of the project. The contemplated outlay was of the order of Rs.10 lakhs in the first year, Rs.15.79 lakhs in the second year and Rs.20.57 lakhs in the third year. The results brought out by the unemployment surveys, however, revealed that the number of persons requiring employment varied from 2731 in Talala block to 41,527 in Shadnagar block and the total number of persons requiring employment was estimated at 287,946. The requirement of funds based on these

estimates would amount to Rs.437.67 lakhs in the first year, Rs.859.97 lakhs in the second year and Rs.1260.09 lakhs in the third year making a total of Rs.2557.73 lakhs for the three years. It was not found possible to provide funds on this scale. The funds provided were much less and consequently the employment generated was also much smaller than the requirements as indicated by the unemployment surveys. Even if the funds were provided on the scale required, it is doubtful whether full utilisation could have been effected in view of the administrative and technical problems involved.

2.13 The State Governments were required to prepare work projects for a period of three years. During the first year, work projects were to be planned with reference to the results of the unemployment surveys whereas in the subsequent years these could be done on the basis of registration data. Most of the States, however, did not prepare projects for three years. Projects were formulated and implemented on a year to year basis. It would have been desirable if a shelf of projects, technically and administratively feasible, capable of being phased out were prepared. Schemes for a three year period could be formulated within the limitation of financial resources indicated in the project document. In fact, schemes for a much larger amount could be usefully taken up for implementation.

Additional schemes could also be kept in the pipeline so that these might be taken up for implementation in case of availability of larger funds. Much of the advantage envisaged in advance planning of the projects and release of funds well in advance was, therefore, lost. In spite of the fact that the allocations during the first year were made on an ad hoc basis @ Rs.10 lakhs per block, only the State Governments of Andhra Pradesh, Madhya Pradesh, Maharashtra, Uttar Pradesh and West Bengal could either fully utilise the allocations or could spend a little in excess of the amounts released to them. Most of the other States had substantial savings. Some of the State Governments were not, in fact, able to start actual implementation before end of February 1973 though the work was scheduled to start in November 1972. It seems that some State Governments did not fully realise the significance of this action-cum-research project. They appear to have treated the work projects under PIREP as an additional works programme.

2.14 It was noted that in a number of blocks the number of persons registered was less than the number of persons listed as per the Unemployment surveys. Factors responsible for the difference, as reported in the various studies, are (1) availability of adequate work on the farm (Talala, Harihar, Shadnagar, Karanja, Keller, Sadar) (2) inadequate wages under PIREP (Talala, Harihar, Shadnagar, Karanja, Keller, Sadar) (3) too young or too old or otherwise incapacitated (Alirajpur, Harihar) (4) long distance

to project sites (Harihar, Shadnagar, Keller, Sadar) (5) unsuitability of nature of work (Harihar, Shadnagar, Keller, Sadar) (6) lack of knowledge of registration (Harihar) (7) domestic constraints (Harihar, Karanja, Keller, Sadar) (8) lack of knowledge in regard to employment under the project and (9) loss of one day's wages involved in getting oneself registered. "Registration of willing persons was said to have suffered due to immigration of workers from the neighbouring drought stricken areas, change in the attitude of people who had earlier expressed their willingness, workers finding PIREP works less advantageous than their traditional sources of employment, the gradual penetration of "labour contractors" and due to the lack of genuine hard work by the Junior Engineers at the work spots. (Harihar)

2.15 Column (8) of Annexure VIII indicates the number of workers actually turning up for work under PIREP during the first and the third year. It will be noted that the number of workers actually turning up for the first year, varied from 101 in Talala block to 6,955 in Sadar Block. During the third year, for which complete figures are not yet available, the number of workers turning up for work varied from 2,440 in Karanja block to 17,511 in Alirajpur block. The number of workers actually turning up for work during the third year broadly represents the scale on which work projects were implemented during the third year in different blocks. An important factor to be noted in this connection is the fact that in most of the blocks advance

planning was not done. Inspite of the fact that the Central Government made a large amount of funds available for implementation of the project during the third year and almost every State Government was given the full amount indicated by it as the requirement for implementation of the project during the third year, most of the State Governments could not take up work projects on the scale required or envisaged. The reasons for this can be many.

2.16 The real test of unemployment or underemployment lies in the workers taking up employment under the project when offered. The difference between the number of workers registered and those who actually turned up for work indicates that a large number of workers who registered themselves were not really interested in taking up work under the project. Registration was only a precautionary move. The Study teams were asked to look into the factors responsible for the workers not turning up for work even when they got themselves registered under the project. Some of the reasons reported for this state of affairs are (1) unsuitability of work under PIREP (Shadnagar, Karanja, Alirajpur) (2) distance of the place of work (Karanja) (3) no knowledge about the work (Karanja) (4) domestic problems/personal reasons (Karanja, Nayagram, Bhukhia, Alirajpur) (5) inadequate wages (Nayagram, Bhukhia, Talala) (6) works not offered employment (Nayagram, Mushari) (7) present income sufficient (Shadnagar, Alirajpur, Talala)

(8) nature of work was very different from what most of them are used to do (Talala) (9) considered PIREP projects of inferior type (Talala) and (10) prefer modern occupations like that of mechanics, drivers etc. (Talala). It seems that a large segment of rural work force preferred to continue to depend upon their traditional employers, for whatever employment they could obtain, despite the many shortcomings of this relationship, rather than to rush to the Government's ad hoc or sporadic attempts to provide them with alternate employment opportunities.

2.17 In some blocks, for a variety of reasons persons residing in adjacent blocks turned up for work under PIREP. In the Karanja block, for example about 54% of those who attended PIREP works were unregistered workers. They were attracted to PIREP works as continuous employment was assured under PIREP or because no employment was available elsewhere. Other reasons for coming to PIREP works were punctual payment of wages, dislike for agricultural works and higher earnings on PIREP works. In the case of Talala block, immigration was a normal feature. There was a chronic shortage of labour, specially during peak periods. Agricultural wage rate shot up to Rs.8/- to Rs.10/- per day during the peak periods. Hence immigration of outside labour to this block became a recurring annual feature. Some of these labourers found employment on PIREP works.

2.18 It was also observed that persons from adjacent blocks have turned up for work due to drought in their area and absence of employment opportunities in or near the villages. In certain cases employment was refused to persons from adjacent blocks.

Durability of Assets:

2.19 It was envisaged that employment under PIREP would result in creation of durable assets, promotion of growth and stable job opportunities. The intention was that the one should reinforce the other and produce a multiplier effect. It was expected that in the third year it would be possible to provide employment to all able-bodied men and women within the age group of 15-59 years, ordinarily residing in the selected blocks, and to those who had declared their willingness to do manual work and registered themselves in the proscribed manner. It was also envisaged that the programme of works would be so formulated as would fit them with the block plan or the sectoral Master Plans designed for the development of the district.

2.20 Though the primary aim of the project was to provide for the creation ^{of} fuller employment opportunities over a period of three years, the creation of durable assets was equally important. It was to be ensured that the expenditure incurred should result in the creation of

assets which would continue to provide returns over a period of years. If assets are to be durable, it becomes necessary in many cases to permit a larger proportion of the expenditure on their creation to be incurred on material and equipment. The guidelines for the project provided that 70 per cent of the expenditure was to be incurred on wages and the remaining 30 per cent on material and equipment. A number of States faced difficulties in adhering to this ratio in the construction of infrastructures taken up under the project and they did not find it possible to create durable assets within these prescribed ratios for labour and material. The Government of India reviewed the problems faced by the State Governments and agreed to revise the labour material ratio to 60:40. This ratio was to be applied to the total expenditure and not to individual projects. In other words, larger expenditure on material could be incurred on individual projects provided that the overall ratio of labour material was observed. It was further provided that in cases where larger material component was necessary, the State Governments could meet the expenditure on material in excess of the prescribed ratio from their own resources. It would thus be noted that the guidelines provided adequate safeguards for creation of durable assets. However, since the project was to be implemented through the State Governments and ultimately

by the block agencies, it was left to these agencies to ensure that only such projects were formulated and taken up for implementation as would result in creation of infrastructures or assets lasting over a period of time, say, 15-20 years.

2.21 Annexure VIII brings out the total expenditure incurred in the block, the expenditure incurred on wages and the percentage of expenditure on wages to total expenditure. It may be noted that in almost all the States, expenditure on wages was within the original prescribed limit of 70:30 and the relaxation allowed by the Centre to spend as much as 40% of the total outlay of any year on material was not availed of. May be this was partly due to inadequate or lack of advance planning.

2.22 The durability of assets is affected not only by the amount of expenditure on material but also by the procedure followed for the selection of schemes, the method adopted for preparation of detailed plans and estimates, the degree of supervision exercised during the implementation of the work projects and the arrangements for subsequent maintenance of the assets. The project document included an illustrative list of schemes for the guidance of States. The State Governments were required to follow the same procedure for preparation of plans and estimates etc. as they were following for similar schemes under their normal plan and non-plan programmes. In quite a few States, the norms usually followed by the Public Works

Department, Irrigation Department and other departments were also followed under PIREP. Consequently, the quality and durability of works in these States was generally good, barring a few exceptions where due care was not exercised in survey and design and works remained incomplete due to shortage of cement, held up due to monsoons and other reasons. These situations could have been avoided had there been a proper area plan with a set of well formulated projects.

2.23 Once the projects are completed and assets created, it is imperative that proper arrangements are made for their maintenance. If the assets are not properly maintained after their construction, the expenditure becomes infructuous. It is essential to ensure that adequate funds are provided for and properly utilised for the maintenance of assets. Provision of funds on an adequate scale for subsequent maintenance is one of the most neglected aspects of the project. No arrangements appear to have been made for maintenance of assets in most of the blocks.

Productivity and usefulness of Assets

2.24 The durability aspect has, however, to be considered in conjunction with the productivity and usefulness of the assets created. A number of public work projects create employment opportunities not only during

their construction phase but also provide continuing employment, i.e., employment in the years following the year of construction. For example, irrigation project which enable additional area to be brought under cultivation either through double or multiple cropping would provide increasing additional employment year after year as the potential created is more and more fully utilised. On the other hand, construction of a road, even if it is a pucca road, provides employment primarily during the construction phase. It is rather difficult to assess the benefits of construction of roads in terms of additional employment in the years following the year of their construction, though construction of roads might enable the cultivators in that area to bring in inputs and improved implements and also in marketing their produce in the subsequent years. Thus, as between an irrigation project and a road project, the former would appear to be more useful and productive than the latter. In a cost benefit analysis conducted in Trithala block, Palghat District, Kerala, by the Indian Institute of Management, Ahmedabad, it has been found that the cost benefit ratio for the irrigation projects was as high as 9.33 (particularly for lift irrigation schemes) whereas it was only 1.84 for rural roads. The Institute was, however, quick to point out that this did not necessarily imply that investment in minor irrigation works in development programmes was necessarily the best and the

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sole choice. All it meant was that the pay off was highest in irrigation. In implementing rural development projects, the intangible benefits have to be considered and weighed properly in project selection. For investment decisions on projects, the social worth and the economic worth have to be viewed in their totality. For the planned development of different sections of the community, the distribution of benefits to weaker sections also needs to be taken into consideration.

2.25 Annexure X brings out the cost of different schemes taken up for implementation and the expenditure incurred thereon. It would be noted that in Karnataka, while the road schemes constituted only 52% of the total estimated cost of the schemes formulated/sanctioned, the actual expenditure incurred on roads constituted 72% of the total expenditure incurred on all the schemes. Expenditure on minor irrigation was only 10% as against 11% of the total estimated cost and the expenditure on construction of rural godowns, school rooms, houses for the weaker sections, playgrounds etc. was 5% as against 15.8%. The Institute of Development Studies, Mysore, which carried out the research study into the socio-economic impact of PIREP in Harihar block, have observed that the rural employment project was converted into another road construction and repair programme. A number of road works originally formulated were dropped and

substituted by new ones. Most of the new works were taken up on the basis of pressures, political as well as other, rather than on judicious justification. It is pointed out that even under Rural Manpower Programme (RMP), it was made mandatory that not more than 50 per cent of the funds be used on the road works. A number of other work projects were taken up due to local pressures. Such schemes should not have found place under PIREP. The productivity of works had not been given adequate emphasis in selection of works. According to the Study Team, the priorities that should have been observed in the selection of schemes should have been land reclamation works, irrigation pick-ups, horticultural farms, afforestation, warehouses and school rooms. All these top priority programmes were highly productive schemes and would have created assets of permanent nature. These works would have substantially increased agricultural output and were at the same time highly employment oriented. The study carried out in the Musahri Block by the A.N. Sinha Institute of Social Studies, Patna, also brings out the fact that over 65% of the expenditure was incurred on road works and more than 25% on Harijan houses, school buildings and rural godowns. On the other hand, on irrigation and drainage schemes, which had the potential for creating new job opportunities of a continuing nature, hardly 2.5% was spent. "In the rural belt such as Musahri, where agriculture

is the main stay of the bulk of the population, which is frequented by floods, where almost all the land can be brought under assured irrigation and where only about 16.40 per cent of the gross sown area is irrigated, the overall development requirement would have placed top priority on irrigation, drainage and flood control measures." It is further pointed out that " the damage caused by the floods of 1975 to roads constructed under PIREP was estimated to be of the order of about 20% of what had been spent on road improvement and metalling of roads during the last three years under PIREP."

2.26 It would be noted that in a number of other blocks also, viz., Shadnagar, Bhukhia, Bansdih, Trithala, a large part of expenditure was incurred on construction of roads and other construction activities having comparatively little employment potential during the construction phase and practically no employment potential in the post construction or the maintenance phase. Examples of such works are construction of Mahila Mandal buildings, Rural Veterinary Dispensaries, Primary Health Centres, Maternity Homes, Community Hall in Shadnagar block, construction of school rooms, houses for harijans and rural godowns in other blocks.

Continuity of Employment

2.27 Annexure IX gives (a) the estimates on the requirement of employment as per the Unemployment Surveys and with

reference to the Registration of workers for employment and (b) the employment actually provided to the workers in each of the three years during which the project was implemented. Only the direct employment provided during the construction phase has been taken into consideration. An attempt was made in some of the States to estimate the indirect or continuing employment or employment in the secondary or tertiary sectors in the subsequent years. These estimates are no better than guesswork. The fact remains that the scope for continuing employment or employment in the secondary and tertiary sectors would be very limited in view of the type of schemes taken up under PIREP. It appears that most of the States were unable to organise their projects in a manner consistent with the objectives of PIREP. It would be worthwhile to note the following remarks contained in the study reports for Pachim Nalbari, Karanja and Sadar.

"In a rural agricultural community, works directly or indirectly helping agricultural production and promoting multiple cropping are the surest and best way of generating employment of a continuing nature. At Pachim Nalbari, however, very few of the works which could be beneficial to agriculture were so formulated and implemented as to be of lasting value. The bunds erected would not be really effective

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against floods nor would the tanks excavated help very much in irrigation when water would become scarce. The roads constructed would be assets to the community, but so far as continuing employment potential is concerned, their contribution would be negligible." (Pachim Malbari)

"PIREP has not succeeded in creating continuing employment. For continuous employment, occupational training, supply of capital and resources were necessary." (Karanja).

"The extent to which PIREP has created permanent assets which could continue to generate employment remains to be seen. Knowledgeable persons of the area felt that works completed under PIREP would generate further employment in the shape of their maintenance although they were not sure as to who will undertake their repair works" (Sadar).

Integration of Work Projects with Master Plans.

2.28 One of the important guidelines for the formulation of projects was that the work projects should be formulated consistently with the block plan or such sectoral Master Plans as existed for the development of the district. In most of the blocks/districts there were no master plans nor was an attempt made by the Project Officers appointed under PIREP to formulate master plans for the blocks. Work projects were selected taking into consideration the felt needs of the local people. The felt local needs may not always represent the most important needs of the area on

which expenditure need be incurred. The selection of the projects might be made due to pressures exercised by the influential people in the local area and the execution of such projects would bring in benefits to the limited number of people. It is reported that in one block the work of filling in of insanitary holes¹ was taken up due to local pressures though such schemes did not fall within the purview of the project.

2.29 Three of the blocks selected under PIREP were also covered under the Pilot Research Project in Growth Centres under which some integrated area development plans were prepared. These blocks had some initial planning advantage for the launching of PIREP and this should have had beneficial influence on the performance of the programme in these blocks. Doubts have, however, being expressed by the Research Teams, which conducted studies in these blocks, as to whether the findings of the Growth Centres project were utilised in planning and executing the PIREP in these blocks. In the case of Talala block, however, almost all the road projects and the Hiran River project were taken up on the basis of the suggestions made by the Growth Centres Project which had made a detailed study of the area. Attempts were also made in Nayagram block to dovetail PIREP works with other developmental schemes. Under minor irrigation cost of land was paid by the Department of Irrigation while for water

works labour charges were debited to PIREP.

Effect of Implementation of Work Projects on Wage Structure

2.30 One of the objectives of the project was to study through the implementation of the project in selected areas, the effect, if any, of the project on the wage level in the area. As the project contemplated provision of employment to all the people who offered themselves for work, particularly in the third and the last year of its implementation, it was felt that the large outlays involved and the scale on which employment was to be provided under the project might help to raise the wage rates in the selected blocks.

2.31 Research Institutions, entrusted with the conduct of studies in the blocks covered under PIREP, were required to study whether provision of employment opportunities under PIREP had influenced the prevailing wage rates. By and large, the Study Teams have reported that the implementation of the project did not significantly affect the rates and modes of payment of wages prevailing in the selected areas. The most important factor that operated against a rise in the wage rates was the ad hoc, temporary, discontinuous nature of the works implemented. The wage rates cannot be expected to rise unless continuity or stability of employment is assured. It has been observed, for example, that if a sugar factory is established in an area, wage rates in the area tend to go up. Similarly, where the Green Revolution is firmly established wages have

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gone up. Further, the scale on which employment was provided was not massive enough to make an impact on wage level. However, in some of the blocks, where the funds, provided were large, for example, in Thrithala block, the implementation of the project did result in an increase in the wage rates for skilled labour. It was reported that there was a shortage of skilled labour, particularly masons, in the block during the project period. On the other hand, construction of culverts on roads and masonry work on minor irrigation works resulted in increased demand for masons. As a result, it was reported that skilled labour from outside the block had to be brought in. The relatively high rise in the wages of skilled labour during the PIREP years could be attributed to this special situation. It was feared that once PIREP was over in 1976, the wage rates for skilled labour might decrease, because with the cessation of PIREP works the demand for skilled labour might decrease, and, second, because as a result of on-the-job training in PIREP projects, the supply of semi-skilled and skilled labour might increase.

2.32 The Shadnagar study reports that PIREP has helped in raising the income levels of the beneficiaries as majority of them earned more than what they would have received for similar works in case they had to move out of Shadnagar for seeking work. It cannot, however be said that employment under PIREP has had the effect of raising

the general wage level in the block (Shadnagar).

2.33 Some of the blocks covered under PIREP were in fact not labour surplus but labour shortage areas. Harihar block in Karnataka and Talala block in Gujarat, in particular, fall in this category. However, the wage rates did not rise even in these blocks inspite of the implementation of PIREP. In view of the limited coverage and a relatively modest scale of its operation it was perhaps unrealistic to expect that implementation of works under PIREP would have a positive impact on the wage level.

2.34 The Institute of Development Studies Mysore, examined the factors which kept the wage rates at their existing level. These factors are : firstly, the local labour was not very much attracted by PIREP as it was not prepared to endanger its time honoured employment with the local agriculturists. Also with their traditional masters they got the fringe benefits like festival advance, loans, payments partly in agricultural produce and also some times accommodation. In short, there existed a social relationship between employer and employee, which the labourers would be unwilling to disturb in the absence of a dependable structural change. Hence, for these labourers PIREP was, more or less, non-existent. Secondly, the PIREP works were so staggered that they practically did not effect the existing labour market. Had there been some sort of continuity and better organisation of PIREP works, probably there might have been

some impact on existing wage structure. Thirdly, the PIREP wage rates always lagged far behind the existing rates. There was no parity of wage rates even as between the various executive agencies. The wage rates in PWD works were usually higher than those in other departments. Fourthly, instances were found where workers were paid less than the rates shown in the muster rolls. Lastly, the major portion of labour force employed in PIREP works was of migrants from neighbouring districts of Dharwar, Beller or from blocks of Chitradurga district. These neighbouring areas were labour surplus areas. Hence, for workers of these areas any wage was better than no wage.

Training in Skills

2.35 One of the objectives of PIREP was to explore the possibility of imparting new skills to labourers registered for PIREP works. The project envisaged that attempt must be made in the very first year to select suitable persons from the beneficiaries of the project and to impart training to them during the weekly holidays. Upgrading of skills of rural workers is quite important for the purpose of improving their productivity and income, and more so their occupational mobility. This is an important programme in its own rights, but we are not sure whether tagging to an employment programme is the most effective way of achieving the purpose. Any way, from what we gather from the Reports of Studies sponsored by us it appears that the experiment was not very

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successful. A variety of reasons have been suggested for the lack of success. For example, the workers in Thrithala block, were, in general, reluctant to get trained without compensation and to receive training on sundays. In a number of other blocks, the workers did not show their willingness for training in the skills included. In Shadnagar block, arrangements were made for on-the-job training. To some extent this lack of success could have been anticipated because it was too much to expect a worker already working for six days a week to attend training programme on a holiday and that too without remuneration. The primary idea in imparting of skills to local labourers was to enable the workers to shift from agriculture to other occupations. The training programme which could help to accomplish such a shift would however need a high level of competent planning and training personnel. As it is the training provided was essentially of an elementary nature and that too over limited period. While such training would help the worker to carry out some simple repair jobs on his own farm or on somebody else's farm, the training provided can not help him in becoming a fulfledged carpenter or blacksmith etc. The research institution which conducted the studies have indicated the skill in which training could be usefully provided in the blocks. However, the basic question that needs to be considered in this regard is whether such training could be organised under PIREP or some other suitably equipped agency would be necessary.

In some of the blocks, the type of works that

was taken up under PIREP provided some scope for giving on-the-job training to the workers engaged on the work projects. It is indicated in one of the study reports (Karnataka) that the horticulture and afforestation projects and even road construction have had some impact on improving some of the local skills. It is significant to note that some of the unskilled workers at the first horticulture farm (Yekkegundi) acquired some skills in gardening and were now working as supervisors at the banana farm at Kadarana Yakanahalli. Training in a number of skills, viz., pottery, brick making and allied works was imparted to the workers in the clay pipe unit established at Kamalapura. According to an assessment made by the project officer, Trithala block, the number of persons who received training on-the -job in the various skills was as follows:

Rock blasters	25
Stone cutters	52
Stone masons	34
Rubble masons	20
Metal breakers	58
Metal spreaders	<u>28</u>
Total	<u>217</u>

2.36 It was reported that as a result of such training, the average daily income of these people rose by Rs.3 or more. Yet another beneficial aspect of PIREP was the opportunity afforded by the Convenor system(Kerala) of project implementation

to train several local persons in organising and executing public works programmes. Peoples who were trained could act as catalysts in further development of the area.

2.36 During the course of the beneficiary and household surveys and interviews with workers, the study team tried to gauge the skills in which these people wanted training. The younger generation particularly were interested in getting trained as fitters, mechanics and the like so that they could migrate to other areas and seek employment in these trades. The need for such skills in Trithala itself was limited, though some demand may arise in future for the repair and service of lift irrigation machinery. The major opportunities, according to the study team, lay in skills like masonry, carpentry and the like which may be needed for maintaining the assets created by PIREP. Opportunities in masonry, rock blasting and the like may also arise if land reclamation and soil conservation schemes were undertaken. The current opportunities for trained persons in the industrial sector were limited. However, as area was abundant in crops like sweet potatoes, tapioca, banana and arecanuts, there could be opportunities for workers in processing of these products provided simultaneous efforts were made to set up related industries.

CHAPTER III
POLICY FOR FUTURE

CERTAIN BASIC ISSUES PERTAINING TO THE
SPECIAL EMPLOYMENT PROGRAMMES

3.1 In this chapter we discuss some of the basic issues regarding the rationale behind the special employment programmes and their place in the overall strategy of 'growth with social justice'. The objectives sought to be achieved through these programmes have been spelt out while formulating the programmes. For example, the Employment Guarantee Scheme* of the Maharashtra Government expects that the works undertaken under these programmes should be productive. PIREP envisages that "the project should create durable assets, preferably such as would have multiplier effect of creating new job opportunities of a continuing nature". The point for consideration is: if the works executed under these programmes are expected to be productive, generate durable assets and provide continuing employment, why are they not included in the regular development/^{plan} and instead taken up piecemeal as special or supplementary programmes? The frequent references to the need to dovetail these programmes with the on-going programmes and the area development plan lead one to infer that the former are independently conceived, planned and executed.

* The Maharashtra EGS is not strictly a special or supplementary employment programme. The guidelines lay down the following order of priority: (i) employment must first be provided under existing plan and non-plan works, (ii) employment potential on existing works or on incomplete productive works must be exhausted, (iii) if (i) and (ii) above fail to satisfy the demand for employment, and if 50 or more persons require employment, only then a new work be started.

3.2 As we explain below this is no mere academic hair-splitting but something vital to the proper development of the human and material resources of the rural areas.

At the outset, let us agree that there is special or distinctive characteristic of these programmes, namely, their emphasis on employment generation especially such as would not require 'skills of a high order' or to put it differently, as would utilise and in the process upgrade the traditional skills of the local community. But then a vast bulk of labour force in the country has only elementary skills and if employment of this component of our labour force is our concern, the entire development strategy will have to be geared to this purpose: special or supplementary programmes will not be adequate to meet the requirements of the situation.

3.3 Obviously we face a dilemma: the bulk of our development expenditure has so far been on projects whose employment content is not significant although these projects are (rightly) deemed to be essential for the growth of the economy. There may be some scope for adopting alternate, more labour intensive, technology even in the execution of such projects and there is perhaps an element of truth that many of our policies, e.g., regarding the price of capital, have encouraged capital intensive technology. But even assuming that the maximum practicable use is made of viable labour intensive technology for these projects, they will not be able to provide gainful employment to our vast and growing labour force. If so, it is argued, we should make good the deficiency in employment generation through special employment programmes.

3.4 At this stage it is necessary to be ^{clear} about what distinguishes special employment programmes from (a) planned development programmes on the one hand and (b) purely relief works, on the other. It is easy to distinguish employment programmes from purely relief works. In a relief work, the major concern is to provide purchasing power to people under distress through employment on whatever project work is readily available. While care is naturally taken to ensure that such expenditure is not wasteful, productivity considerations take a secondary place.

But in employment programmes, the emphasis is on creation of productive assets and generating, to the extent possible, continuing employment although in the very nature of the projects undertaken under these programmes there is not much scope for generating substantial continuing employment, a phenomenon corroborated by almost all the studies sponsored by the committee. In fact there is no unambiguous evidence regarding the extent of productive assets generated through the employment programmes. We do have statistics about the kilometres of roads built, minor irrigation projects executed etc. but it is difficult to make any definitive judgement as to their durability and productive capabilities. On the other hand, there is some evidence which suggests wastefulness of this expenditure. The experience of the PIREP and similar programmes

is that the insistence on 70:30 ratio of expenditure on wages and material precludes the undertaking of several worthwhile projects and/or adversely affects the durability and utility of the assets - such as roads and thus defeats the objective of creating productive assets. In view of this, the Government has agreed to the relaxation of the ratio to 60:40, further conceding that individual works may have even a lower wage content provided that for all works taken together the non-wage component did not exceed 40. Thus in the process of ensuring durability of the assets created, some sacrifice has been consciously made in respect of employment generation.

3.5 If there is thus a conflict between priority, felt-needs, economic and technical viability on the one hand and employment content of the works undertaken under the special employment programmes on the other - not an unlikely situation which would become more pressing in years to come - how do we propose to resolve it? If further relaxation in wage-material ratio is conceded, the one justification of these programmes, namely, emphasis on employment generation will begin to fade. If, on the other hand, adherence to a substantial (and a rigid) wage component of the expenditure is insisted upon, there may be fewer and fewer eligible projects. It has been suggested that projects to be undertaken under

special employment programmes should be dovetailed with the projects under normal developmental programmes so that a part of the expenditure on the more material intensive portions of the projects can be met from the outlays provided for the latter, thereby enabling the attainment of both the objectives, viz., that of larger employment and also of durability. But this arrangement presents certain administrative problems which merit serious consideration. It has been suggested that if needs be, the additional expenditure on materials, etc. for such requirements as durability be met from departmental budgets. Such makeshift accounting devices only help to evade the basic issue.

3.6 Then again there is the issue of wage rates. Quite a few of the studies sponsored by us as well as those independently conducted have suggested that the relatively low wage rates offered by the PIREP is one of the major reasons for low participation in the programme. Some have recommended offering a higher than the prevailing market rate to attract labour. If accepted such a policy would lead to siphoning off labour from the regular farm and non-farm work in the locality. The EGS of Maharashtra now stipulates that the basis for determining the wage should be the calorie requirement of the worker, which can then be translated into staple

food, e.g., jowar in Maharashtra. The daily calorific requirements of the worker is taken as 2250 calories, i.e., 625 grams of jowar. The above quantity is to be doubled in terms of cash for meeting other requirements of the individual. An average family is presumed to consist of two adults and 3 children. The family budget should be worked out and divided by two. The dividend should be the wage rate. This is a fair proposition, since it cannot be the intention of the employment programme to exploit labour and offer it a below subsistence wage. The issue of offering wage rate higher than the usual rate needs to be viewed in a proper perspective. Some persons seem to believe that the larger the employment provided under these programmes, the more commendable becomes their performance. It is possible to take an exactly opposite view: the larger the number of persons seeking employment under these programmes, the greater the failure of the economy to provide regular employment in farm and non-farm enterprises. What is the objective of these programmes: to provide work to as large a percentage of rural population or to merely take care of the residual unemployment to persons who fail to get employment in regular farm and non-farm work? That this issue was not clear even to the PIREP implementing agencies becomes obvious by the fact that the Household

Employment Survey in many project areas listed the entire adult population as available for work under PIREP.

3.7 One other issue needs some discussion, as it has a bearing on the role assigned to the special employment programmes, more specifically as to whether they are supplementary employment programmes or an integral component of the development programmes or whether there is no need to make any such distinction. The Study Team on Rural Employment refers to this issue as under : "The Study Team came across two view points, both strongly held.

One view was that a sizeable portion of rural labour should be siphoned off from seeking work purely on agricultural operations and provided continuous work in the rural areas (presumably, if need be, away from the village of their residence). The other view was that some work was always available to the rural labour in agricultural operations and other rural development programmes and that additional employment not necessarily of continuous nature has to be provided by programmes of Rural Employment" (emphasis and portions in the bracket added). The Study Team did not go into the merits of the two views, but a definite view needs to be taken as to whether the 'special' employment

* Interim Report of the Study Team on Rural Employment, Government of India, Ministry of Agriculture and Irrigation, Department of Rural Development, New Delhi November, 1975.

Programmes should concern themselves with the bigger problem of siphoning off labour from agriculture and **allied** enterprises for more or less permanent outside employment, say on construction of multi-purpose dams or land reclamation, or to fill in the seasonal unemployment gaps for those available for work in the village or nearby. The survey, planning and implementation implications of the two view-points are so distinct and different that the lack of a clear policy decision would make it difficult to provide specific guidelines for the choice of projects and subsequent assessment of the performance. It may be mentioned that some members of this Committee feel that the projects involving siphoning off of the village people for major construction works belong to the development plan of the State Government and the type of machinery envisaged for the special employment programmes is not suitable for undertaking such large scale programmes. At best, PIREP - or any such agency - can act as recruiting agents for labour willing and available for long duration work on major construction projects. One other solution would be to lay down the maximum amount the rural employment agency can spend on any individual project.

3.8 Another issue to which more thought needs to be given pertains to the relation or working arrangements between the special rural employment programmes on the

one hand and the ongoing development programmes in the area, on the other, programmes such as SFDA, NEAL or DPAP etc., i.e., various employment oriented plan programmes for the weaker sections or having weaker sections as the target group being operated in the area in the Central or State sectors. These latter agencies often undertake programmes which are identical to the programmes undertaken under the employment programmes - such as minor irrigation, land reclamation, soil conservation etc. Though there is constant exhortation to each of these agencies to co-ordinate their respective programmes, our impression is that there are no clear guidelines as to who should co-ordinate with whom and how, and there is evidence to suggest that for all practical purposes not much co-ordination is achieved. For example, there are likely to be three or more agencies undertaking minor irrigation works: the State Irrigation Department, CAD, SFDA, DPAP, and Rural Employment Agency. Are the plans of each of these organisations prepared independently by each of them? If so, at what stage and how is co-ordination achieved? Minor irrigation requires certain amount of technical data : ground water availability, alignments, cropping patterns, economic feasibility etc. Who does these exercises; if independently done, what sort of 'co-ordination' is feasible at the subsequent stages, if

this is at all done by whom is it done? These are some of the issues to which more attention needs to be given. In fact, if integrated rural development is our basic objective, the complementary and the mutually reinforcing roles of these special programmes and agencies will need to be fully spelt out.

3.9 Another important issue pertains to the decision making process for the selection of projects to be undertaken. The importance of local participation in this process is duly recognised, but it is necessary also to recognise some of the limitations of this practice. While the local people would undoubtedly reflect the felt needs, their understanding of the technical and economic feasibilities of their proposals is likely to be limited. There is also evidence to suggest that political and economic vested interests often apply undue pressures in decision making. It is in this connection that the criterion as to who will benefit from the proposed works programme assumes importance.

3.10 In the studies sponsored by us, it was suggested by us that attempt should be made to ascertain the availability of technical competence at the Block/District level for the selection of the works. Only a few studies paid adequate attention to this question and the findings do not appear to be conclusive. Our impression however is that though the requisite competence - mostly

departmental- was probably available at the district level, the works undertaken were not subjected to the necessary technical and economic scrutiny. The project authorities generall undertook works ^{which} / were technically least complex and administratively easiest to implement. Their choices proved to be sub-optimal. To select a project and then get it examined from the point of its technical and **financial** viability is quite different from selecting the project which fits best with the overall objective of promoting self-sustaining growth of income and employment in the project area. Besides, much more than mere subject matter specialisation is necessary for appraising the appropriateness of development programmes for the weaker section. Further, a subject matter specialist is not necessarily competent to advise on the type of integrated development programme - of which the special employment programme must form a part - the policy makers have in view. Particularly what we have in mind is the problem of forward and backward linkages of the various programmes, which when fully mapped out would constitute a meaningful development plan. Our suggestion in this matter is that the State Governments should enlist a few multi-disciplinary teams of persons well versed in formulating comprehensive District Plan into which the different special programmes could be integrated. These would be a

sort of peripatetic teams assisting the decision making authorities at different levels. It is equally necessary to constitute corresponding evaluation teams to audit and report on the performances in terms of the objectives of the various schemes. When there are a number of agencies entrusted with the responsibility of executing sectoral programmes, any worthwhile integration can be achieved only if a Master Plan is prepared and all implementing agencies are advised to plan their own work programmes within this overall framework. Exhortation to the implementing agencies to coordinate and dovetail their individual plans after they are independently formulated is likely to prove futile.

3.11 The 27th Round of the NSS undertook a comprehensive survey of the employment - unemployment situation in the country for the year 1972-73. The information yielded by the survey indicates broadly the dimension and the characteristics of the rural unemployment problem. These may be kept in view in deciding the location, scope, nature and the scale of special employment programme. A fairly clear idea of the unemployment situation is available from the 27th Round (1972-73) of the National Sample Survey. A preliminary study based on the first two sub-rounds, released by the NSSO provides three different measures of the magnitude of unemployment*. Unemployment measure, by the usual status concept

* The National Sample Survey Organisation; Employment - Unemployment Profile for India: A Preliminary Study Based on Employment - Unemployment Survey - NSS 27th Round : 1972-73, No.255 March, 1976

which identifies the unemployed chronically, i.e. those who are without work over a long period in the past and seeking and/or available for work - was estimated at 0.52 per cent of the total rural population, which yields a figure of 2 million. This is the number of persons who may be characterised as chronically unemployed. The usual status concept is however not considered quite satisfactory for measurement of unemployment. Another concept under which unemployment is measured is that of current status. A person who reports himself as without work seeking and/or available for work - during the entire reference period of a week prior to the date of interview - is recorded as unemployed. If, however, he reports having done some work however nominal during the week, he is recorded as employed. The rate of unemployment so obtained is an average of the different weekly situations over the whole year during which the survey is conducted (1972-73). Here it is important to enter a caveat that the rate so obtained should not be interpreted as the percentage of the number of unemployed persons to the total population. A person who may be unemployed during the entire reference week may, in fact, be employed on the day of the interview, even so he would be recorded as unemployed. The unemployment of the unemployed under this concept has a definite time reference, and there is no information about his activity status prior or subsequent to the reference period. Hence the unemployment rate obtained under this concept is expressed in terms of "person-weeks". According to the 27th NSS Round, during October 1972 and March 1973,

person-weeks of unemployment in Rural India was 7 million. In the latter half of the year, April to September, which represents the slack season the unemployment situation is likely to be worse.

3.12 A more realistic measure of unemployment is the one in which the activity status of the respondents is recorded for each day for 7 days prior to the date of interview. This information is collected on a sample basis, from all persons in the labour force, i.e., those who report either as working or if not seeking and/or available for work. In a sense this is a new measure introduced by the 25th & 27th Rounds of the NSS - though some of the earlier Rounds did collect somewhat similar information. This measure gives a much larger magnitude of unemployment. The percentage of unemployment in terms of mandays to the total number of mandays of labour force was as high as 7.48 - 6.57 for males and 9.20 for females - in Rural India during October 1972 to March, 1973. This is a measure of available but unutilised time, for some persons over a long stretch, for others in shorter spells and for still others sporadic.

3.13 To sum up, in Rural India, some two million people were chronically unemployed, 7 million on an average were found to be unemployed for the entire 7 days of the reference week and the available but unutilised time (unemployment) measured in mandays as a percentage of total mandays of the labour force on an average in a week (relevant period October 1972 to March 1973) was as high as 7.48.

3.14 Obviously, the magnitude of unemployment varies from State to State and even within the State. Thus, for example, non-utilisation of labour time of persons willing and available for work varies from 14.26 per cent of mandays in Kerala and 10.17 percent in Bihar to 2.98 per cent in Madhya Pradesh and 3.67 per cent in Punjab, among the major States. A more disaggregated data for 67 Regions is also available from the NSS data.

3.15 With three measures of unemployment provided by the 27th Round along with the replies to the probing questions give us a fairly comprehensive idea of the employment and unemployment situation in the country. (The results of the 3rd and 4th subrounds are however not yet available and a considerable portion of the data from the first two subrounds remain to be tabulated). The break up of the data are available for all the States and Union Territories, for 67 Regions, and separately for rural and urban areas, males and females, by age, educational standards, skills, industry, occupation and activity categories - working on own farm/non-farm, casual labour, salaried workers, domestic labour etc. etc. Information is available regarding percentage of persons seeking and available for work for different activity categories. Even so, we do not think, on the basis of this information, it would be possible for agencies implementing employment programmes to assess in advance, with a reasonable degree of precision, the number of job seekers who would actually be available for projects undertaken by them. Not only will the situation

prevailing in the relatively small area of their operation not conform to the regional average, the response of the job seekers is likely to be influenced by several other factors, timing and duration of work offered, the wage rate, the type of work, distance from place of residence, and more importantly, the confidence of the local people in the ability and competence of the implementing authorities to provide the promised employment. Nor do we think judging from the past experience, that any special prior survey would improve the matter - though the opinion on this point would differ. There is so much of subjective element involved in the responses of the persons interviewed and their own position is riven with so much uncertainty that with the best of efforts - which would involve a lot of time, interview skill and keen perception of total situation - no precise prior data on the availability of persons available and willing to work on employment projects, are likely to be available. And the difference between informed judgement and a survey data is not likely to be material. Insights gained from the NSS data regarding the anatomy of unemployment should, however, be availed of in framing employment policies and programmes. For example, the NSS data on non-utilisation of available time - mandays of unemployment - is significantly higher for females (9.20 per cent) than for males (6.57 per cent).

3.16 The available data on ~~unemployment~~ are still very aggregative and it may be necessary to adjust or supplement them with the help of existing knowledge about local conditions before launching small scale (seasonal) or large scale

employment programmes. In fact, more needs to be known about the local resource endowments, the potential for augmenting them and type of policies needed for exploiting them fully rather than about the employment situation, or more specifically about the magnitude of unemployment. A stage has been reached in our knowledge and understanding, at which more attention needs to be paid to the former than to the latter for augmenting employment opportunities, it being understood that augmenting the income and employment of the weaker sections will be ^amajor objective of any development programme.

3.17 When the realization grew that the social objective was being neglected, several ad hoc schemes for the weaker sections and special employment programmes were undertaken, in the hope of correcting the imbalance. With the experience gained, it should be possible to take a more integrated view of development and employment policies. One such lesson learned, we hope, is that some structural reconstruction, particularly in the matter of ownership of productive assets - land, water, implements and even skills and education in a relatively longer run - would be needed if development is to augment the income and employment opportunities of the needy.

3.18 One of the objectives of PIREP was 'to study through the implementation of the project in selected areas, the nature and the dimension of the problem of employment among the rural wage-seeking labour, etc. with a view to evolving a comprehensive programme for the rest of the country'. In our view, the PIREP experiment has not provided either enough

facts or new insights which could help in evolving a comprehensive employment programme for the rest of the country.

3.19 In the preceding paragraphs we have drawn attention to some of the basic issues which are relevant for not only taking an overall view of the precise role and rationale of special employment programmes, but for detailed planning and implementation of the programme. The final judgement on these issues must rest with the appropriate policy making authorities. However, for whatever it is worth, we give below our views on the matter.

1. To the extent feasible, the entire development strategy should be based on labour intensive technology so that maximum labour absorption takes place through the regular development process, leaving a smaller backlog of unemployment for tackling through special employment projects.

2. There is clear evidence which indicates that the extent of poverty is much larger than the extent of unemployment and underemployment taken together. This implies that a substantial portion of the poor can be helped primarily through increase in the productivity of their labour in their existing occupations, and providing additional employment is no solution to their below subsistence existence since they (or most amongst them) are already fully employed. Their low incomes may also be due to the exploitative institutional arrangements.

3. As far as possible, the problem of underemployment should be sought to be tackled through measures which would help to extend the duration of employment in the existing

farm and non-farm occupations of the persons concerned through intensification and diversification of agricultur and the rural economy. Such measures would include provision of irrigation for double cropping to small farmers, and supplementary work such as milk production or poultry keeping as is being attempted by SFDA & MFAL. The rural artisans can be helped to augment their employment and income through upgrading of technology, training, product diversification, institutional credit and marketing arrangements. Through such measures it should be possible to achieve the dual goal of growth and a more equitable income distribution.

4. Another view however is possible, namely, such persons with low productivity and low incomes, should be removed from their current occupations and provided with more productive work somewhere else, if there is no possibility of improving the productivity of their current work through financial, technical or institutional assistance. We feel that if this programme is to be undertaken, it should be entrusted to some other agency better equipped to plan and execute bigger projects

5. The 'hard core' of chronically unemployed is most likely to be available for large construction projects such as land reclamation and major irrigation projects, away from their place of residence. Execution of such projects has to be entrusted to higher level district or State agencies, and therefore do not come within the jurisdiction of the smaller implementing agencies at the Block level. At best, the latter can assist in the recruitment of labour for larger projects,

with the help of the information regarding the unemployment situation within their area of operation.

6. What we are trying to emphasize is that the attack on the problem of unemployment has to be multipronged, and embrace the entire planning strategy. The first attempt should be to generate larger employment in each sector of economic activity through Plan investment. The problem of low incomes should be sought to be tackled through the improvement in productivity of unskilled workers and no less importantly through ending exploitative relationships. Since under-employment is a major component of unemployment, assistance should be provided to extend the duration of employment of persons concerned in their existing occupation, and through diversification of Rural Economy, before thinking of providing them with supplementary employment.

3.20 It is almost certain that even after-or while - all these measures are adopted there would be a sizeable number of persons without any source of employment or adequate income. Many of these with meagre or no resource base would be willing to migrate provided reasonable assurance can be given of long duration employment. For them, large scale public works, such as land reclamation projects, could be an appropriate source of employment. Others, for reasons of social or economic constraints - they may have some tiny piece of land or a cattle or two-may be unable/unwilling to migrate. Supplementary employment programmes may have to be devised exclusively for this category of persons. Some

of these programmes may be such as would not normally be undertaken on considerations of financial feasibility, but if distress is to be avoided it may be incumbent to undertake them. The projects may include works relating to village infrastructure, such as, link roads, water channels, land levelling, drainage, deepening of wells and tanks, compost and sanitation etc. But they should be as far as possible non-competitive with other development activities in the sense that they should make the least possible demand on scarce physical resources. Hence manual labour will be the largest input in these projects, the complementary inputs will be only such as would enable the labour input to generate some productive assets.

3.21 By and large these programmes will be seasonal local and small and commensurate with financial resources and planning and implementation competence available locally. While even these programmes should be technically sound, since weightage has to be given to the employment content of these programmes, it may be necessary to relax the usual norms of cost-benefit ratio adopted in the selection of regular development programmes. The 70:30 or 60:40 wage-material expenditure ratio should ^{not} be further relaxed because that would mean reduction in their employment potential - their basic purpose and justification. If this ratio is relaxed, they should then satisfy the strict test of cost - benefit ratio. Such a stipulation would prevent undertaking of all manner of programmes - otherwise unjustified - in the name of employment generation.

RESOLUTION REGARDING CONSTITUTION OF REVIEW COMMITTEE
ON PIREP
TO BE PUBLISHED IN THE GAZETTEE OF INDIA PART I
SECTION I

No.M. 21011/7/74-RME
Government of India
Ministry of Agriculture
(Department of Community Development)

Krishi Bhavan, New Delhi
Dated the 10th October, 1974

RESOLUTION

No.M. 21011/7/74-RME. The Conference of State Officers on the Pilot Intensive Rural Employment project held on January 15, 1975 recommended that the Ministry of Agriculture should make arrangements for conducting a socio-economic study of certain selected PIREP blocks in order to be able to examine the impact of the PIREP. This study has to be in addition to the studies into certain research aspects of implementation of the PIREP which are to be conducted by the State Governments. The study is proposed to be entrusted to research institutions in different States. With a view to laying down the objectives, scope and methodology of the study it is proposed to constitute a committee.

2. The composition of the Committee will be:

- | | | |
|-----|---|------------------|
| (1) | Prof. M.L. Dantwala, University of Bombay-Chairman | |
| (2) | Shri R.N. Azad, Joint Secretary, Department of
Community Development | Convenor |
| (3) | Shri G.V.K. Rao, Chief Secretary,
Government of Karnataka | Member |
| (4) | Shri D.G. Tungare, Deputy Secretary,
Planning, Government of Maharashtra | Member |
| (5) | Shri D.K.Sharma, Project Director,
Government of Madhya Pradesh | Member |
| (6) | Dr.Mrs. R. Thamarajakshi, Director,
Agriculture Prices Commission | Member |
| (7) | Shri G.C. Mathur, Assistant
Commissioner, Department of
Community Development | Member-Secretary |

3. The terms of reference of the Committee will be:

- (a) to lay down the objectives, scope and methodology in respect of the study to be conducted.
- (b) to lay down the questionnaires to be canvassed from the workers, officials, non-officials, panchayati Raj Institutions and others.
- (c) to indicate the research institutions to be entrusted with the study
- (d) to provide guidance in the conduct of the studies
- (e) to study the reports to be received from the research institutions
- (f) to evaluate the experience of the implementation of the PIREP with a view to formulating guidelines for the adoption of policy and programmes in respect of employment in the future.

4. The committee will draw up its own procedure for work and submit its reports by December, 1975.

5. T.A. and D.A. of the non-official members of the committee will be met from the provision made for accommodating the expenses of Administration and Direction for PIREP in the budget of the Department of Community development. The non-official members will be treated as Grade I Officers of the Central Government for the grant of T.A. and D.A.

नमो भगवते वासुदेवाय

Sd/-

R.N. Azad

Joint Secretary to the Govt. of India

ORDERS: (1) Ordered that a copy of the Resolution be communicated to all concerned

(2) Ordered also that the Resolution be published in the Gazette of India for general information.

Sd/-

R.N. Azad

Joint Secretary to the Govt. of India

Annexure II

List of Research Institutions entrusted with the conduct of studies into socio-economic impact of implementation of Pilot Intensive Rural Employment Project

<u>State</u>	<u>Block</u>	<u>Institution</u>
1. Andhra Pradesh	Shadnagar	National Institute of Community Development, Rajendra Nagar, Hyderabad.
2. Assam	Pachim Nalbari	Indian Statistical Institute, Calcutta.
3. Bihar	Musahri	A.N.S. Institute of Social Sciences, Patna.
4. Gujarat	Talala	Centre for Study of Social Change, Bombay.
5. Himachal Pradesh	Sadar	Council for Social Development, New Delhi
6. Jammu & Kashmir	Keller	Council for Social Development, New Delhi
7. Kerala	Thripathala	Institute of Management, Ahmedabad
8. Madhya Pradesh	Alirajpur	Institute of Regional Analysis, Bhopal.
9. Maharashtra	Karanje	Talala Institute of Social Sciences, Bombay
10. Karnataka	Haripur	Institute of Development Studies, University of Mysore, Mysore
11. Orissa	Aska	Xavier Labour Relations Institute, Janshedpur
12. Rajasthan	Bhukhia	Institute of Regional Analysis, Bhopal.
13. Tamil Nadu	Mangalur	Institute of Techno-Economic Studies, Madras
14. Uttar Pradesh	Basidh & Reoti	Giri Institute of Economic Development & Industrial Relations, Lucknow.
15. West Bengal	Nayagram	Indian Statistical Institute, Calcutta.

Calendar of the Sittings of the Review Committee on PIREP

<u>S.No.</u>	<u>Date when held</u>	<u>Venue</u>	<u>Members present</u>
1.	November 18 and 19, 1974	Bombay	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Shri D.G. Tungare iv) Dr. D.K. Sharma v) Shri G.C. Mathur
2.	January 9, 1975 & January 10, 1975	Bangalore	i) Prof. M.L. Dantwala ii) Shri G.V.K. Rao iii) Shri R.N. Azad iv) Dr. D.K. Sharma v) Shri D.G. Tungare vi) Shri G.C. Mathur
3.	June 23, 1975	Bombay	i) Prof. M.L. Dantwala ii) Shri D.G. Tungare iii) Shri G.C. Mathur
4.	September 27, 1975	New Delhi	i) Prof. M.L. Dantwala ii) Shri G.V.K. Rao iii) Shri R.N. Azad iv) Shri D.G. Tungare v) Dr. (Mrs.) R. Thamarajakshi vi) Dr. D.K. Sharma vii) Shri G.C. Mathur
5.	March 3, 1976	New Delhi	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Shri D.G. Tungare iv) Dr. D.K. Sharma v) Shri G.C. Mathur
6.	July 15, 1976	New Delhi	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Shri D.G. Tungare iv) Shri G.C. Mathur
7.	September 4, 1976	New Delhi	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Shri G.C. Mathur
8.	November 5, 1976	New Delhi	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Shri G.C. Mathur
9.	January 6, 1977	New Delhi	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Dr. D.K. Sharma iv) Shri D.G. Tungare v) Shri G.C. Mathur
10.	March 28, 1977	Bombay	i) Prof. M.L. Dantwala ii) Shri R.N. Azad iii) Shri D.G. Tungare iv) Shri G.C. Mathur

Statement showing year-wise allocation of funds/releases made expenditure incurred and employment generated in different blocks covered under PIRP

State/Block	Allocation/Releases made (Rs. lakhs)				Expenditure incurred (Rs. lakhs)				Employment generated (lakh man days)			
	1972-73	1973-74	1974-75	1972-73	1973-74	1974-75	Nov. 75	1972-73	1973-74	1974-75	Nov. 75	1974-75
	(Nov. 72)	(Nov. 73- Oct. 74)	(Nov. 74- Oct. 75)	(Nov. 72- Oct. 73)	(Nov. 73- Oct. 74)	(Nov. 74- Oct. 75)	March	(Nov. 72- Oct. 73)	(Nov. 73- Oct. 74)	(Nov. 74- Oct. 75)	March	76
Andhra Pradesh/ Shadnagar	10.00	29.98	95.53	10.00	30.14	42.02	31.90	2.79	6.21	4.13	3.96	
Assam/Padiam Balbari	10.00	12.00	21.77	6.74	11.19	9.01	4.71	1.39	2.11	1.68	1.11	
						(upto Jan. 76)					(upto Jan. 76)	
Bihar/Mushari	10.00	17.18	80.99	8.26	7.13	37.40	43.89	1.56	0.71	4.34	3.74	
Gujarat/Talala	10.00	-	21.99	0.64	13.43	24.93	2.91	0.17	2.82	2.97	0.23	
H. Pradesh/Sadar	10.00	10.52	25.66	3.40	12.49	15.37	9.53	1.19	2.27	3.07	1.49	
						(upto Feb. 76)					(upto Feb. 76)	
J&K/Keller	10.00	6.12	-	2.84	3.07	8.46	0.62	0.58	0.67	0.56	0.02	
						(upto Dec 75)					(upto Dec. 75)	
Kerala/Thripathi	10.00	23.80	41.00	7.68	15.93	29.80	22.66	1.69	3.34	4.03	2.86	
M. Pradesh/Airajpur-TD	10.00	14.93	46.24	10.68	9.00	34.62	19.03	5.76	3.55	11.44	4.70	
Karnataka/Harihara	10.00	14.77	36.90	6.03	11.61	31.99	3.43	1.45	1.82	5.03	0.44	
						(upto Jan. 76)					(upto Jan. 76)	
Maharashtra/Karanja	10.00	17.05	45.00	15.18	13.19	19.93	13.04	4.31	3.62	3.05	1.60	
Orissa/Aska	10.00	17.04	22.92	9.17	17.07	19.27	4.03	2.79	4.03	3.33	0.45	
						(upto Feb. 76)					(upto Feb. 76)	
Rajasthan/Bhukta	10.00	10.72	42.32	5.72	20.47	24.56	6.43	2.14	8.12	6.93	0.47	
Tamil Nadu/Madagalur	10.00	17.99	27.19	4.19	18.45	26.03	11.61	1.05	3.76	4.10	1.46	
Uttar Pradesh/Banshi-Reoti	10.00	15.00	12.23	10.00	8.76	10.24	4.91	1.96	1.13	1.95	0.69	
W. Bengal/Nayagram	10.00	41.75	64.40	17.78	26.37	36.76	30.09	4.87	5.98	9.78	4.43	
Total	150.00	248.85	594.14	118.31	218.30	365.19	208.79	33.70	50.14	66.39	27.65	

PILOT INTENSIVE RURAL EMPLOYMENT PROJECT

Statement showing the estimated cost of schemes proposed/ sanctioned

(Rs. Lakhs)

State	Minor Irrigation	Soil conservation & afforestation station	Land Reclamation flood protection and anti-water logging	Fodder development	Pisciculture tanks	Roads	Drinking water schemes	School rooms	Rural Godowns	Housing for weaker section	Other schemes	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
A. Pradesh	78.86	7.00	-	-	-	112.99	5.00	8.00	5.00	10.00	26.57	253.42
Assam	2.84	-	-	-	-	17.17	-	-	-	-	0.11	24.95
Bihar	3.53	2.81	5.34	-	-	35.55	-	2.15	1.50	6.25	3.20	60.35
Gujarat	4.22	0.13	1.00	0.50	-	38.50	0.10	2.06	0.20	1.91	2.11	50.73
H. Pradesh	4.15	1.60	-	-	-	34.55	-	1.20	1.56	1.55	-	44.59
J & K	7.76	1.45	15.72	-	-	13.92	4.07	0.50	-	1.00	-	44.62
Karnataka	7.00	3.50	2.00	-	-	32.00	-	4.00	3.00	3.50	7.00	62.00
Kerala	29.07	2.64	-	-	-	37.79	6.75	3.80	1.80	16.53	2.00	100.38
M. Pradesh	19.55	-	-	-	-	81.77	-	-	0.48	2.00	5.38	109.38
Madharashtra	30.00	3.50	2.50	-	-	17.50	-	1.20	-	-	0.80	55.50
Orissa	23.77	1.15	-	-	-	12.91	5.73	4.00	3.00	3.60	-	54.16
Rajasthan	16.70	14.65	-	-	-	13.50	1.20	1.20	0.60	-	2.60	50.45
Tamilnadu	7.44	6.58	-	-	-	34.11	-	2.66	-	-	0.57	51.36
U. Pradesh	8.36	-	1.54	-	-	34.24	2.65	-	-	-	9.54	56.23
W. Bengal	64.80	21.20	-	-	-	34.09	-	1.44	1.00	6.20	6.11	142.00
Total	308.45	73.27	28.10	0.50	5.03	550.59	25.50	32.21	18.14	52.62	65.99	1160.40
% to total	26.6	6.3	2.4	..	0.4	47.5	2.2	2.8	1.6	4.5	5.7	100.00

- a/ Construction of building for Mahila Mandals, College Building, primary health centre, library, industry programme and dairy development programme.
- b/ Contingencies and training programme.
- c/ Includes staff and contingencies Rs.0.89 lakhs.
- d/ Training programme and strengthening of project office - Rs.5.00 lakhs and horticulture Rs.2.00 lakhs
- e/ Pasture development - Rs.5.34 lakhs, gober gas Rs.0.04 lakhs.
- f/ Panchayat ghars
- g/ C.I. Wells
- h/ Play ground - Rs.0.16 lakhs and community gardens Rs.0.41 lakhs
- i/ Cost of material, fishery tanks and administrative expenses.
- j/ Expenditure on training programme, administration and rural electrification.



Annexure VI

Statement showing Assets Created under various type of works
taken up under PIRP during the period Nov.1972-October, 1975

State/Block	Mirror Irrigation (Hect)	Land Reclamation (Hect)	Soil conservation (Hect)	Flood protection (Hect)	Afforestation (Hect)	Rural extension (Hect)	Road const. (kms.)	Culverts const. (Nos)	Rural extension (Nos)	Houses for weaker section (Nos)	School Rooms (Nos)	Drinking water supply (Nos)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Andhra Pradesh/Shaadagar	-	-	-	-	-	-	-	-	-	-	-	-
Assam/Pachim Nalbari	-	-	-	-	-	-	190	103	-	-	-	-
Bihar/Mushari	111	1	-	-	-	-	249	4	2	58	50	-
Gujarat/Talala	-	-	-	92	-	-	173	-	-	-	1	-
H.Pradesh/Sadar	325	-	2	-	-	-	25	-	-	-	-	-
J & K/Keller	-	134	-	-	-	-	24	-	-	-	-	-
Kerala/Thripathi	447	-	12	-	-	-	64	14	1	158	13	45
M.Pradesh/Airajpur TD	178	-	6069	-	812	-	33	-	7	-	-	-
Maharashtra/Karanja	-	-	-	-	50	-	12	-	-	-	-	-
Mysore/Horihar	14677	13	1	-	83	-	168	-	-	-	26	-
Orissa/Aska	-	-	-	-	6	-	15	96	-	37	-	8
Rajasthan/Bukhna	379	-	3087	-	875	-	55	6	1	-	13	8
Tamil Nadu/Mangalur	-	-	-	-	66	-	165	61	-	-	-	-
U.Pradesh/Banshih-Reothi	-	-	1	-	-	-	197	-	-	-	-	43
W.Bengal/Nayagram	86	-	986	-	3195	-	97	48	-	-	-	-
Total	159(1	148	11058	92	5087	30	1855	332	11	253	103	104

Note: Information in respect to Kerala, Orissa and W.Bengal relates to period ending April 1975 and for J & K upto October 1973.

ANNEXURE VII

Statement showing total population, number of persons in the age group 15-59 years number of persons seeking employment as per the Unemployment Surveys, number of persons registered and number of persons actually turning up for work under Pilot Intensive Rural Employment project

Sl. No.	State	Name of district	Name of Block	Total population of the Block	Total population in the age group of 15-59 years	Number of persons seeking Employment			As per Labourers actually turning up for work (Range)
						As per Employment survey	As per Registration of labourers	As per Labourers	
1	2	3	4	5	6	7	8	9	
1.	Andhra Pradesh	Mehboob Nagar	Shadnagar	122,432	41,527	41,527	41,527	2,486 - 6,806	
2.	Assam	Kamrup	Pachim Nalbari	122,748	10,249	10,249	5,662	1,292 - 2,520	
3.	Bihar	Muzaffarpur	Mushahri	125,770	38,051	23,338	11,758	2,718 - 3,635	
4.	Gujarat	Junagarh	Talaja	72,729	6,456	2,765	3,702	101 - 3,211	
5.	H. Pradesh	Bilaspur	Sadar	66,897	6,955	6,955	6,955	6,955	
6.	J & K	Anantnag	Keller	47,508	24,597	24,597	9,247	21,214	
7.	Karnataka	Chitradurga	Harihar	86,099	31,381	15,968	10,541	612 - 5,562	
8.	Kerala	Palghat	Thripathi	112,587	16,645	16,645	8,428	1,500 - 6,300	
9.	M. Pradesh	Jhabua	Alirajpur TD	53,222	24,363	24,363	20,924	5,274 - 17,511	
10.	Maharashtra	Wardha	Karanja	101,330	15,810	15,810	15,810	1,270 - 2,440	
11.	Orissa	Ganjam	Aska	91,380	32,000	6,305	6,305	2,571 - 2,894	
12.	Rajasthan	Banswara	Bhukda	50,944	23,278	5,700	18,400	3,300 - 9,700	
13.	Tamil Nadu	S. Arcot	Manjalur	102,034	63,112	15,234	6,919	416 - 4,752	
14.	Uttar Pradesh	Ballia	Bansih-Reoti	171,776	7,436	7,436	7,436	540 - 4,383	
15.	West Bengal	Madhupore	Navagram	81,837	40,175	28,590	15,346	1,292 - 12,360	

Annexure VIII

Statement showing the total expenditure incurred and expenditure incurred on wages under PIRIP during the period November, 1972 to October, 1975

(Rs. Lakhs)

Sl. No.	State/Block	1972-73			1973-74			1974-75			Total exp. for 3 yrs.		
		Total expt. wages	Expt. on wages	% Col. (3) to (2)	Total expt. wages	Expt. on wages	% Col. (6) to (5)	Total expt. wages	Expt. on wages	% of col. (9) to (8)	Total expt. wages	Expt. on wages	% of col. (12) to (11)
1		2	3	4	5	6	7	8	9	10	11	12	13
1.	A. Pradesh/Bhadrnagar	10.00	6.85	68	30.99	18.19	59	9.55	6.64	70	50.54	31.68	63
2.	A. Pradesh/Pachim Nalbari	6.74	4.92	73	11.19	8.01	72	N.R.	N.R.	N.R.	17.93	12.93	72
3.	Bihar/Munsheri	8.12	7.49	92	7.13	4.04	57	37.40	18.91	51	52.65	30.44	58
4.	Gujarat/Talala	C.64	0.63	98	13.43	11.31	84	17.09	16.27	95	31.16	28.21	91
5.	H. Pradesh/Sadar	3.52	2.91	83	12.28	9.95	81	15.18	12.14	80	20.98	24.00	81
6.	J&K/Kuller	2.84	N.A.	N.A.	N.R.	17.83	N.R.	11.87	9.41	79	2.84	N.A.	N.A.
7.	Kerala/Thripathi	8.97	6.43	72	24.70	17.83	72	11.87	9.41	79	45.54	33.67	74
8.	M. Pradesh/Alirajpur												
9.	Maharashtra/Karand	16.68	10.46	98	9.00	8.42	94	34.39	33.16	96	54.07	52.04	96
10.	Karnataka/Harinar	15.18	12.83	85	14.07	10.95	78	15.97	12.05	75	45.22	35.83	79
11.	Orissa/Aska	6.18	3.11	50	10.93	6.28	57	12.75	8.46	66	29.86	17.85	60
12.	Rajasthan/Bhukia	9.17	7.90	86	15.97	12.94	81	7.88	5.76	73	33.02	26.60	81
13.	Tamil Nadu/Mangalur	5.57	3.14	56	20.36	14.40	71	21.74	13.76	63	47.67	31.30	66
14.	U. Pradesh/Bansidh-	3.56	3.38	95	18.45	12.31	67	26.03	17.22	66	48.04	32.91	68
15.	West Bengal/Bansidh-	9.93	7.22	72	8.55	4.47	52	10.24	7.85	77	28.72	19.54	68
	W. Bengal/Nayagram	17.63	14.93	85	26.78	20.55	77	13.04	6.78	52	57.45	42.26	74
	Total	118.73	92.20	78	223.83	159.65	91	233.13	168.41	72	575.69	420.26	73

N.A. - Not available; N.R. - Not received.

Note: Information for the year 1974-75 in respect of Andhra Pradesh, Kerala, Karnataka, Orissa and West Bengal is up to April, 1975.

Annexure IX

Statement showing the unutilised mandays for which employment was to be provided and employment actually provided during the years 1972-73, 1973-74 and 1974-75

Name of Block	Name of District	State	Unutilised mandays for which employment is to be provided (Lakh mandays)		Employment provided during		
			As per employment survey	As per Registration for labourers	1972-73	1973-74	1974-75
1	2	3	4	5	6	7	8
Shadnagar	Mehoolnagar	Andhra Pradesh	88.79	23.29	2.79	6.21	4.13
Pachim Nalbari	Karrup	Assam	15.26	5.74	1.39	2.11	1.68
Muskhuri	Muzaffarpur	Bihar	16.08	6.07	1.56	0.71	4.34
Talala	Jumargh	Gujarat	3.29	3.28	0.17	2.82	2.97
Sadar	Bilaspur	H. Pradesh	12.29	12.29	1.19	2.27	3.07
Keller	Amritnag	J & K	47.47	14.89	0.58	0.67	0.56
Tharika	Palghat	Kerala	26.70	11.09	1.69	3.34	4.03
Alirajpur TD	Jharia	M. Pradesh	24.56	21.12	5.76	3.55	11.44
Karanja	Wardha	Maharashtra	11.64	11.64	4.31	3.62	3.05
Harihar	Chitrakoot	Karnataka	23.58	23.58	1.45	1.82	5.03
Aska	Ganjam	Orissa	7.24	7.24	2.79	4.03	3.33
Bhukha	Banswara	Rajasthan	24.97	19.46	2.14	8.12	6.93
Mangalpur	S. Poot	Tamil Nadu	13.65	8.27	1.05	3.76	4.10
Bansdih- Reoti	Ballia	U. Pradesh	5.90	5.90	1.96	1.13	1.95
Nayageram	Midnapore	W. Bengal	44.18	18.45	4.87	5.98	9.78
Total			365.90	192.31	33.70	50.14	66.39

Annexure X

State - Andhra Pradesh
Statement showing estimated cost of schemes formulated/ sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

PIRFP	Schemes formulated/ sanctioned			Schemes executed		
	Particulars of schemes	Total estimated Cost	% of total	Total Estimated Cost	% of Total Expenditure (upto Oct. 1975)	% of Total
1	2	3	4	5	6	7
Land Reclamation, Flood Protection and anti-water logging	-	-	-	-	-	-
Soil conservation and Afforestation	7.00	2.8	-	-	-	-
Horticulture	-	-	-	-	-	-
Drinking water schemes	5.00	2.0	-	-	-	-
Community Irrigation Wells	-	-	38.5	27.8	14.29	22.3
Minor Irrigation	78.86	31.0	2.1	1.5	0.76	1.2
Roads	112.99	44.5	72.0	52.0	44.98	70.1
Warehouses(Rural Godowns)	5.00	2.0	-	-	-	-
Education(School Rooms)	8.00	3.2	-	-	-	-
Rural Housing(Housing for weaker sections)	10.00	4.00	-	-	-	-
Training	-	-	-	-	-	-
Building	26.57	10	25.9	18.7	4.16	6.4
Total:	253.42	100.0	138.5	100.0	64.19	100.0

State - Assam

Statement showing estimated cost of schemes formulated/sanctioned, schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

PIRPs	Schemes formulated/ sanctioned		Schemes executed			
	Total esti- mated Cost	% of total	Total estima- ted cost	% of total	Total Expen- diture (up to (75-76)	% of Total
1	2	3	4	5	6	7
Land Reclamation, Flood protection and water logging	-	-	3.26	8.5	3.25	8.8
Soil conservation	-	-	-	-	-	-
Horticulture	-	-	-	-	-	-
Tanks excavation/ Recreation	4.83	19.4	5.06	13.1	3.53	9.6
Minor Irrigation	2.84	11.4	5.64	14.6	5.64	15.3
Roads	17.17	68.8	24.33	63.2	24.31	65.8
Warehouses(Rural Godowns)	-	-	-	-	-	-
Education (School Rooms)	-	-	-	-	-	-
Rural Housing(Housing for Weaker sections)	-	-	-	-	-	-
Others	0.11	0.4	0.21	0.6	0.21	0.5
Total	24.95	100.0	38.50	100.0	36.94	100.0



State - Bihar

Statement showing estimated cost of schemes formulated/sanctioned, schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

PIRFP	Schemes formulated/ sanctioned		Schemes executed			
	Particulars of schemes	Total estimated cost	% of total	Total estimated cost	% of total expenditure (up to Oct. 75)	% of total
1	2	3	4	5	6	7
Land Reclamation, Flood Protection	5.34	8.9	-	-	-	-
Soil conservation and Afforestation	2.81	4.7	-	-	-	-
Horticulture	-	-	0.16	0.3	0.16	0.3
Pisciculture Tanks	-	-	0.43	0.8	0.43	0.8
Minor Irrigation	3.53	5.8	0.22	0.4	0.22	0.4
Other agricultural schemes	-	-	0.75	1.5	0.75	1.5
Roads	35.55	58.9	31.75	62.5	31.75	62.5
Warehouses(Rural Godowns)	1.50	2.5	0.33	0.7	0.33	0.7
Education (School rooms)	2.15	3.6	3.46	6.8	3.46	6.8
Rural Housing(Housing for weaker sections)	6.25	10.3	13.48	26.6	13.48	26.6
Other works	3.20	5.3	0.20	0.4	0.20	0.4
Total:	60.33	100.0	50.78	100.0	50.78	100.0



State - Gujarat

Statement showing estimated cost of schemes formulated/sanctioned, schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

PIRPs	Schemes formulated/ sanctioned		Schemes executed		Total expenditure (upto Oct. 75)	% of total
	Total estimated cost	% of total	Total estimated cost	% of total		
1	2	3	4	5	6	7
Land Reclamation, Flood Protection and water logging	1.00	2.00			0.88	3.1
Soil conservation	0.13	0.3			-	-
Horticulture	-	-			-	-
Fodder Development	0.50	1.0			0.84	3.0
Minor Irrigation	4.22	8.3			0.06	0.2
Roads	38.50	75.9			24.75	87.9
Warehouses(Rural Godowns)	0.30	0.4			-	-
Education(School rooms)	2.06	4.0			0.36	1.3
Rural Housing(Housing for weaker sections)	1.91	3.8			-	-
Drinking water schemes	0.10	0.2			0.02	0.1
Other schemes	2.11	4.1			1.23	4.4
Total	50.73	100.0			38.14	100.0

Annexure X

State - Himachal Pradesh

Statement showing estimated cost of schemes formulated/sanctioned, schemes executed and expenditure incurred under PIRP

(Rs. lakhs)

PIRPs	Schemes formulated/ sanctioned		Schemes executed		
	Total esti- mated cost	% of total	Total esti- mated cost for two years	% of total (upto Oct. 75)	% of total
Land Reclamation	-	-	-	-	-
Soil Conservation	1.60	3.6	1.30	4.5	1.2
Horticulture	-	-	-	-	-
Afforestation	-	-	-	-	-
Minor Irrigation	4.15	9.3	0.40	1.4	2.1
Roads	34.55	77.5	27.17	94.1	96.7
Warehouses(Rural Godowns)	1.56	3.5	-	-	-
Education(School rooms)	1.30	2.7	-	-	-
Rural Housing(Housing for weaker Sections)	1.53	3.4	-	-	-
Training	-	-	-	-	-
Total	44.59	100.0	28.87	100.0	100.0

State - Jammu & Kashmir

Annexure X

Statement showing estimated cost of schemes formulated/sanctioned, schemes executed and expenditure incurred under PIRP

PIRPs	Schemes formulated/ sanctioned			Schemes executed		
	Total estimated cost	% of total	Total estimated cost	% of total	Total expenditure incurred (upto Oct. 1973)	% of total
1	2	3	4	5	6	7
Land Reclamation	15.72	35.2	-	-	0.81	32.9
Soil conservation	1.45	3.2	-	-	0.07	2.8
Horticulture	-	-	-	-	-	-
Pisciculture tanks	0.80	0.5	-	-	-	-
Minor Irrigation	7.76	17.4	-	-	0.09	3.7
Roads	13.92	31.2	-	-	1.49	60.6
Warehouses(Rural Godowns)	-	-	-	-	-	-
Education(School rooms)	0.50	1.1	-	-	-	-
Rural Housing(Housing for weaker sections)	1.00	2.3	-	-	-	-
Training	-	-	-	-	-	-
Drinking water schemes	4.07	9.1	-	-	-	-
Total:	44.62	100.0	-	-	2.46	100.0

State - Karnataka

Statement showing estimated cost of schemes formulated/ sanctioned, schemes executed and expenditure incurred under PIRP

(Rs. lakhs)

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PI REP	Schemes formulated/ Sanctioned		Schemes executed			
	Particulars of schemes	Total esti- mated cost	% of total	Total estimated cost	% of total	Total exp't. incurred (Upto Oct. 1975)
1	2	3	4	5	6	7
Land Reclamation	2.0	3.2	0.73	1.1	0.61	1.3
Soil conservation	2.0	3.2	2.00	3.0	0.28	0.6
Horticultural Farms	2.0	3.2	2.34	3.5	2.34	4.9
Afforestation	1.5	2.4	3.12	12.2	2.66	5.6
Minor Irrigation	7.0	11.3	4.92	7.4	4.95	10.4
Roads	32.0	51.9	44.15	66.2	34.44	72.2
Warehouses(Rural Godowns)	3.0	4.8	1.67	2.5	0.23	0.6
Education (School rooms)	4.0	6.4	1.36	2.0	1.23	2.6
Rural Housing(housing for weaker sections)	3.5	5.6	-	-	-	-
Training	2.0	3.2	-	-	-	-
Administration	3.0	4.8	-	-	-	-
Closing In sanitary Pits	-	-	0.99	1.5	-	-
Other works	-	-	0.15	0.2	0.90	1.8
Playgrounds	-	-	0.25	0.4	-	-
Total	62.0	100.0	66.68	100.0	46.69	100.0

State - Kerala

Annexure X

Statement showing estimated cost of schemes formulated/ sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. lakhs)

PIRIP	Schemes formulated/ sanctioned		Schemes executed			
	Total esti- mated cost	% of total	Total esti- mated cost	% of total	Total Expdtr. in curred (up to Nov. 75)	% of total
1	2	3	4	5	6	7
Land Reclamation	-	-	-	-	-	-
Soil Conservation	2.64	2.6	0.95	1.2	0.42	0.9
Horticulture	-	-	-	-	-	-
Drinking water schemes	6.75	6.7	3.64	4.5	3.57	7.7
Minor Irrigation	29.07	29.0	21.61	26.5	15.76	33.9
Roads	37.79	37.6	43.75	53.6	21.34	45.9
Warehouses(Rural Go-downs)	1.80	1.8	1.22	1.6	0.54	1.2
Education(School rooms)	3.80	3.8	2.21	2.6	1.36	2.9
Rural Housing(Housing for weaker sections)	16.53	16.5	6.98	8.6	3.48	7.5
Other works	2.00	2.0	1.14	1.4	-	-
Total	100.38	100.0	81.56	100.0	46.47	100.0

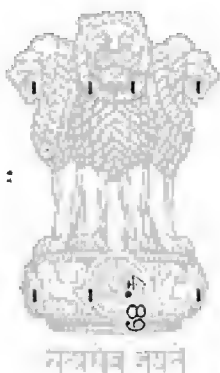
State - Madhya Pradesh

Annexure X

**Statement showing estimated cost of the schemes formulated/sanctioned,
schemes executed and expenditure incurred under PIRP**

(Rs. lakhs)

PIRPs	Schemes formulated/ sanctioned		Schemes executed			
	Total Esti- mated cost	% of total	Total Esti- mated cost	% of total	Total expdr. incurred (upto Oct. 75)	% of total
1	2	3	4	5	6	7
Land Reclamation	-	-	-	-	-	-
Soil conservation	-	-	4.89	11.0	16.25	30.3
Horticulture	-	-	-	-	-	-
Afforestation	-	-	-	-	-	-
Minor Irrigation	19.95	18.2	20.79	46.6	16.96	31.6
Roads	81.77	74.6	13.87	31.1	13.96	26.0
Warehouses(Rural towns)	0.48	0.5	-	-	0.60	1.1
Education(School rooms)	-	-	-	-	-	-
Rural Housing(Housing for worker sections)	2.00	1.8	-	-	1.19	2.2
Forests	5.38	4.9	5.08	11.3	4.72	8.8
Total	109.58	100.0	44.63	100.0	53.68	100.0



State - Maharashtra

Annexure X

Statement showing estimated cost of schemes formulated/sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

PIRIP	Schemes formulated/ sanctioned		Schemes executed		Total expenditure (up to October 75)	% of total
	Total esti- mated cost	% of total	Total esti- mated cost	% of total		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Land Reclamation	-	-	-	-	1.16	2.6
Soil Conservation	-	-	-	-	-	-
Horticulture	-	-	-	-	-	-
Afforestation	-	-	-	-	1.01	2.3
Nala Diversion Works	2.50	4.6	1.34	1.8	0.65	1.5
Minor Irrigation	30.00	54.1	43.79	62.5	23.58	53.3
Roads	17.50	31.2	20.92	28.0	16.35	36.9
Warehouses(Rural Godowns)	-	-	-	-	-	-
Education(School rooms)	1.20	2.2	1.83@	2.5	0.94	2.1
Rural Housing(Housing for weaker sections)	-	-	-	-	-	-
Head quarter	-	-	1.00	1.3	-	-
Panchayat Bhavan construction	0.20	1.5	-	-	-	-
Forest Dev. Works	3.50	6.4	2.97	3.2	0.56	1.3
Total:	55.50	100.0	74.25	100.0	44.25	100.0

@ includes funds for Panchayat Bhavan.

State - Orissa

Annexure X

Statement showing estimated cost of schemes formulated/sanctioned,
schemes executed and expenditure incurred under PI REP

(Rs. lakhs)

PI REP	Schemes formulated/ sanctioned		Schemes executed			
	Total esti- mated cost	% of total	Total esti- mated cost	% of total	Total Expendi- ture (up to April '75)	% of total
1	2	3	4	5	6	7
Land Reclamation	-	-	-	-	-	-
Soil Conservation	1.15	2.1	-	-	1.71	5.6
Horticulture	-	-	-	-	-	-
Other Agricultural schemes	-	-	-	-	0.28	0.9
Minor Irrigation	23.77	43.9	-	-	12.01	39.0
Roads & culverts construction	12.91	23.8	-	-	11.73	38.1
Warehouses (Rural Godowns)	3.0	5.6	-	-	-	-
Education (School Rooms)	4.00	7.4	-	-	-	-
Rural Housing (Housing for weaker sections)	3.60	6.6	-	-	1.98	6.5
Drinking water schemes	5.73	10.6	-	-	3.05	9.9
Total	54.16	100.0	-	-	30.76	100.0

State - Rajasthan

Annexure X

Statement showing estimated cost of schemes formulated/sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

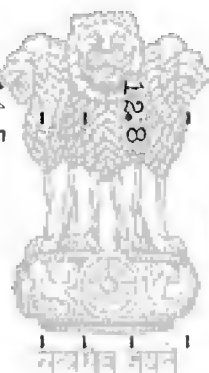
PIRPF	Scheme formulated/ sanctioned		Schemes executed			
Particulars of schemes	Total esti- mated cost	% of to total	Total esti- mated cost (for two year)	% of to total	Total Expendi- ture (up to October '75)	% of to total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Soil Conservation	14.65	29.0	5.83	14.6	6.07	13.2
Roads	13.50	26.8	22.26	55.6	22.05	47.7
Minor Irrigation	16.70	33.1	6.99	17.5	13.05	29.3
Drinking water wells	1.20	2.4	0.42	1.0	0.56	1.2
Warehouses(Rural Godowns)	0.60	1.2	0.50	1.2	0.78	1.7
Education (School rooms)	1.20	2.4	0.50	1.2	1.02	2.2
Others	2.60	5.1	3.56	8.9	2.61	5.7
Total	50.45	100.0	40.05	100.0	46.09	100.0

State - Tamil Nadu

Statement showing estimated cost of schemes formulated/sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

Particulars of Schemes	Schemes formulated/ sanctioned		Schemes executed			
	Total Estimated cost	% of total	Total Estimated cost	% of total	Total Expenditure (upto Oct. 75)	% of total
1	2	3	4	5	6	7
Land Reclamation	-	-	-	-	-	-
Soil Conservation	6.58	12.81	-	-	2.01	4.7
Horticulture	-	-	-	-	-	-
Afforestation	-	-	-	-	-	-
Minor Irrigation	7.44	14.5	-	-	5.20	12.3
Roads & culverts construction	34.11	66.4	-	-	2.64	6.2
Warehouses (Rural Godowns)	-	-	-	-	31.47	74.3
Education (School rooms)	2.66	5.2	-	-	0.45	1.1
Rural Housing (Housing for weaker Sections)	-	-	-	-	-	-
Play grounds	0.16	-	-	-	0.62	1.4
Community gardens & other works	0.41	-	-	-	-	-
Total	51.36	100.0	-	-	42.39	100.0



Annexure X

State . - Uttar Pradesh

Statement showing estimated cost of schemes formulated/sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. Lakhs)

PIRIP	Schemes formulated/ sanctioned			Schemes executed		
	Particulars of Schemes	Total Estimated cost	% of total	Total Estimated cost	% of total	Total Expenditure (up to Oct. 1975)
1	2	3	4	5	6	7
Land Reclamation	-	-	0.47	1.1	0.13	0.5
Soil Conservation	-	-	-	-	-	-
Flood Protection	1.54*	2.7	2.40	5.6	1.45	5.3
Afforestation	-	-	-	-	-	-
Minor Irrigation	8.36	14.9	9.87	23.1	3.88	14.3
Roads	34.24	60.8	27.38	64.0	19.36	71.5
Warehouses(Rural Godowns)	-	-	-	-	-	-
Education (School rooms)	-	-	-	-	-	-
Rural Housing(Housing for weaker sections)	-	-	-	-	-	-
Drinking water wells	2.65	4.7	2.64	6.2	2.27	8.4
Other expenses	9.54	16.9	-	-	-	-
Total	56.33	100.0	42.76	100.0	27.09	100.0

* Land reclamation information is included in flood protection.

State - West Bengal

Statement showing estimated cost of schemes formulated/sanctioned,
schemes executed and expenditure incurred under PIRP

(Rs. lakhs)

PIREP	Schemes formulated/ sanctioned			Schemes executed			
Particulars of Schemes	Total esti- mated cost	% of total	Total Estima- ted cost (up to March 75)	% of total	Total Expendi- ture (up to April 75)	% of total	
1	2	3	4	5	6	7	
Land Reclamation	-	-	-	-	-	-	
Soil conservation	28.26	19.9	10.81	11.5	7.70	13.8	
Horticulture	-	-	-	-	-	-	
Afforestation	-	-	-	-	-	-	
Minor Irrigation	64.80	45.6	11.24	12.0	6.10	11.0	
Roads	34.09	24.0	41.37	44.1	20.56	37.0	
Tanks excavation and re- excavation	-	-	9.87	10.5	9.49	17.1	
Warehouses (Rural Godowns)	1.0	0.7	-	-	-	-	
Education (School rooms)	1.44	1.0	-	-	-	-	
Rural Housing (Housing for weaker sections)	6.30	4.5	-	-	-	-	
Forestry	-	-	15.00	16.0	11.38	20.5	
Others	6.11	4.3	5.51	5.9	0.35	0.6	
Total:	142.00	100.0	93.80	100.0	55.58	100.0	

(iii)

questionnaires in case they found it necessary. The research institutions were provided guidance from time to time. A list of research institutions which were entrusted with the studies is at Annexure II.

The Department of Rural Development organised a Workshop on PIREP Studies in September 1975 with a view to discussing the findings of the various studies and for having an inter-change of views and experiences with research institutions on various aspects of implementation of PIREP. The draft study reports prepared by the institutions were considered at the Workshop. In cases where the draft reports were not available, the Directors of Institutes entrusted with the studies explained the progress made in the conduct of the studies and their tentative findings. It was decided that the Research Directors would make 50 copies of the reports available to the Department of Rural Development by the middle of November, 1975 with a view to enabling the Review Committee on PIREP to finalise its own report to the Government.

The Department of Rural Development desired to know if some of the research institutions would take up cost benefit studies into the implementation of PIREP. The Directors of Studies who attended the workshop were of the view that it might not be possible to conduct cost benefit studies of the PIREP works on the usual pattern for such studies. They could, however, examine the benefits of different schemes

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implemented under PIREP. Study in regard to the selected PIREP block in Kerala was entrusted to the Indian Institute of Management, Ahmedabad. Dr. Gopinath of the Institute of Management ^{was} entrusted with the ~~cost~~ benefit study in addition to the study of socio-economic impact. The Institute of Techno-Economic Studies, Madras, who had earlier completed the study of the socio-economic impact, was also entrusted with the cost benefit study of PIREP in Mangalur Block. The Indian Statistical Institute, Calcutta, expressed their willingness to conduct the study into the socio-economic impact and to combine it with the cost benefit studies in respect of Pachim Nalbari Block, Kamrup District, Assam. Consequently, they were entrusted with the study.

Most of the research institutions were not able to keep to the time schedule for the submission of study reports by November 1975. Most of the study reports were received by the end of March 1976. The study reports for Trithala and Talala and for the cost benefit studies in respect of Trithala and Pachim Nalbari were received late since studies in respect of these blocks were entrusted to the institutes much later.

The Review Committee on PIREP held a number of meetings. A calendar of its sittings is at Annexure III. Based on the discussions held in various meetings and the findings contained in the study reports, a draft report was prepared. The draft report was considered by the Review Committee in its meetings held on January 6, 1977 and March 28, 1977. The report has since been finalised.